



Plate I



97.9.2
246070

Plate II.

COUNTY OF LONDON.

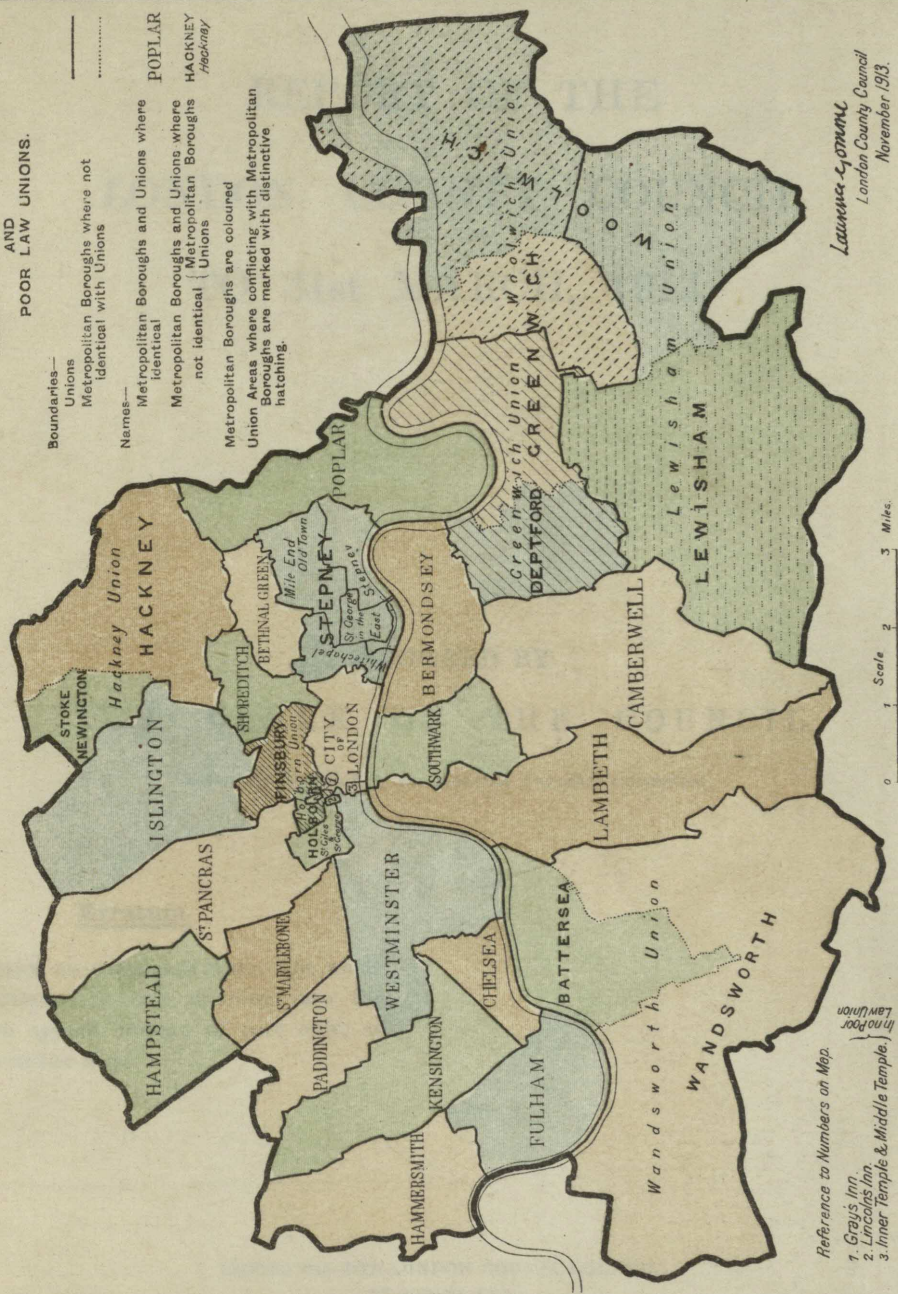
METROPOLITAN BOROUGH
AND
POOR LAW UNIONS.

Boundaries—
Unions
Metropolitan Boroughs where not
identical with Unions

Names—
Metropolitan Boroughs and Unions where
identical
Metropolitan Boroughs and Unions where
Metropolitan Boroughs
not identical { Unions

POPULAR
HACKNEY
Hackney

Metropolitan Boroughs are coloured
Union Areas where conflicting with Metropolitan
Boroughs are marked with distinctive
hatching.



Reference to Numbers on Map.
1. Gray's Inn
2. Lincoln's Inn
3. Inner Temple & Middle Temple.

LONDON
London County Council
November 1913.

34

REPORT OF THE
LONDON COUNTY COUNCIL
TO 31st MARCH, 1913.

PREPARED BY
THE CLERK OF THE COUNCIL,
under the direction of the General Purposes Committee.

Erratum.

e I.—London main drainage area.—The whole
of Willesden is now draining into the
London system, instead of part only, as
shown on the map.

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11.3.1914

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HMS
28.8.96

INTRODUCTORY NOTE.

This report is a survey of the work of the Council to 31st March, 1913. The *Annual Report of the London County Council* for each calendar year deals only with the year in respect of which it is issued, whereas the present volume is a survey of the work of the Council from the time of its formation and indicates not only the powers and duties of the Council but the circumstances in which those powers and duties were obtained. It is hoped, in particular, that the historical treatment of the subject, in many cases dating back to early times, will be of interest to the general reader and of use to students of London government. A comprehensive index is provided.

I have had the advantage of receiving valuable assistance, afforded with the greatest possible readiness by the Chief Officers of the Council, in relation to every branch of the Council's service and the suggestions have in numerous instances considerably lightened the task of surveying London's local government organisation and work as a whole.

References to previous annual reports and to publications of the Council are made in order that further information on any particular subject may readily be obtained.

LAURENCE GOMME,
Clerk of the Council.

County Hall,
Spring Gardens, S.W.
December, 1913.

THE HISTORY OF THE

The history of the world is a subject of great interest and importance. It is a subject which has attracted the attention of men of all ages and of all nations. The history of the world is a subject which has been the subject of many different theories and opinions. Some have thought of it as a series of events, while others have thought of it as a series of causes and effects. Some have thought of it as a series of facts, while others have thought of it as a series of principles. The history of the world is a subject which has been the subject of many different theories and opinions.

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AUTHORITIES IN LONDON ADMINISTERING PARTICULAR SERVICES.

Class of service.	London County Council.	Metropolitan borough councils.	City Corporation.	Metropolitan Water Board.	Metropolitan Asylums Board.	Guardians.	Central (Unemployed) Body and Distress Committees.	Assessment Committees.	Government departments.	Port of London Authority.	Lee Conservators.	Justices of Peace.	Local Pension Committee.	Insurance Committee.	Standards.
(a) PUBLIC AND (b) OTHER HEALTH SERVICES.	(a) Main drainage—Local sewers (approval)—House drainage (by-laws)—Sanitary inspectors (part payment)—Sanitary by-laws—Infectious diseases—Milk supply regulation—Slaughterhouses licensing—Offensive trades by-laws—Smoke consumption and prevention—Diseases of animals—Common lodging houses—Seamen's lodging houses—Housing (clearance schemes)* (b) Housing of working classes—Verminous persons—Midwives inspection—Feeding of school children—Medical treatment of school children	(a) Local sewers (construction and maintenance)*—House drainage (control)*—Sanitary inspectors (appointment)*—House refuse (collection and disposal)*—Street cleaning—Infectious and epidemic diseases—Nuisances* including smoke nuisance—Births notification—Burials* and cremation—Mortuaries—Housing (small schemes etc.)* (b) Verminous persons—Dairymen registration—Offensive trades inspection—Sanitation of workshops—Canal boats regulation—Ambulances*	Those marked* under London County Council and Metropolitan borough councils; also Importation of foreign meat	(a) Water supply	(a) Removal of infectious sick (b) Ambulances	—	—	—	—	—	River pollution prevention	Orders as to houses unfit for habitation	—	(a) Special inquiries into excessive sickness Sanatorium treatment	
(a) PUBLIC AND (b) OTHER PROTECTIVE SERVICES.	(a) Fire Brigade—Theatres, music halls and cinematograph licensing—Means of escape in case of fire—Dangerous structures—Dangerous businesses—Explosives and petroleum—Fertilizers and feeding stuffs—Gas testing—Meter testing—Weights and measures—Prevention of floods—Protection of canals—Approval of railway stations, bridges, &c.—Motor and locomotive licensing (b) Protection of infants and children—Employment agencies—Shop hours, seats, etc.—Ambulances*	Foods and drugs inspection*	See note above; also Police (in City)	Purity of water	—	—	—	—	Theatres, etc. (Lord Chamberlain) Police (Home Office) Hawkers' licences (Home Office)	—	Fish conservancy	Liquor licensing	—	—	
PUBLIC AND OTHER AMENITIES	(a) Parks (with bands*, boating and gymnasias)—Advertisement regulation—Museums—Historical houses* (b) Small holdings	Parks*—Museums*—Libraries*—Baths and washhouses*—Street lighting*—Electric lighting*†	See note above Markets	—	—	—	—	—	Parks (Office of Works)	—	—	—	—	—	
TRAFFIC SERVICES	Tramways—Embankment, bridges* and tunnels—Ferry—Street improvements*—Workmen's trains—Railway facilities	Street maintenance and lighting—Street improvements—Veto on tramways*	See note above; also Traffic control	—	—	—	—	—	—	River navigation control Docks and harbours	River navigation control	Orders to stop up streets	—	—	
FINANCIAL	Making a rate—Borrowing—Local loans sanction and advance—Equalisation fund—County grants—Small dwellings—Emigration assistance	Rating—Small dwellings*	See note above	—	—	—	—	Assessment	Common poor fund (Local Govt. Bd.) Loans—approval (Local Govt. Bd.)	—	—	Rate confirmation	—	—	
CARE AND CONTROL OF DEFECTIVE.	Lunatics—Inebriates*	—	—	—	Harmless insane	—	—	—	—	—	—	—	—	—	
REGULATIVE SERVICES	Construction of buildings—Town planning—Formation* and naming of streets—Street signs—Good rule by-laws—Subways—Overhead wires by-laws—Tramways by-laws—Disused burial grounds	Good rule by-laws*	See note above	—	—	—	—	—	Traffic control (Home Office) Hackney, etc., carriage licensing (Home Office) Tramways of the Cncl. (Bd. of Trade)	—	—	—	—	—	
ADMINISTRATION OF JUSTICE	Coroners—Provision of Accommodation for Quarter-Sessions—Payment of costs of criminal prosecutions—Juvenile offenders	—	Central Criminal Court	—	—	—	—	—	—	—	—	—	—	—	Appointments Clerks Determinations Required Sessions
EDUCATION	Education	—	—	—	—	—	—	—	—	—	—	—	—	—	
DOMESTIC SERVICES OF THE COUNCIL	Staff and superannuation—Stores—Records and library	—	—	—	—	—	—	—	—	—	—	—	—	—	
PUBLIC ASSISTANCE	Charities*	—	—	—	Casual wards Infectious sick	Indoor and outdoor poor relief—Emigration—Infirmarys for sick poor	Provision for unemployment Emigration	—	Labour bureaux (Board of Trade)	—	—	—	Old age pensions	—	
CONSTITUTIONAL MACHINERY	Elections and representation—Boundaries	—	—	—	—	—	—	—	—	—	—	—	—	—	

* See City Corporation.

† Including the supply of energy.



CHAPTER I.

The organisation of Local Government in London.

The term London was originally confined to the ancient city, but the name gradually became applied to the area adjoining, and by the Local Government Act, 1888, was extended to the county created by that Act. The Administrative County of London comprises 116.95 square miles with a population at the census of 1911 of 4,521,685; the County of London contains 115.9 square miles with a population of 4,502,028, and excludes the City of London, but is otherwise co-extensive with the Administrative County; and the City of London contains 1.05 square miles with a resident population of 19,657. The Administrative County contains the City of London and 28 metropolitan boroughs, consisting of 69 civil parishes. For poor law purposes, the unit of area is the civil parish, 46 of which are grouped into 10 unions.

"Water London" is a term applied to the area to which water is supplied by the Metropolitan Water Board, comprising 537.4 square miles, and including portions of the administrative counties of Kent, Essex, Surrey, Herts, and Middlesex, with a total population in 1901 of 6,243,008. "Police London" is a term applied to the area patrolled by the Metropolitan and City Police, and extends to a radius of 15 miles from Charing Cross, an area of 692.9 miles, with a population of 7,251,358. "Greater London" is a recognised area used in the census and other publications of the Registrar General, and is the same area as Police London. The London Central Criminal Court area comprises 420.5 miles, with a population (1911) of 6,610,031. The Port of London extends east and west from Havengore Creek to Teddington, above which the river Thames falls within the area under the jurisdiction of the Thames Conservancy Board. The river Lee is within the area under the jurisdiction of the Lee Conservancy Board.

The conflict of areas thus disclosed is illustrated in the two maps which form the frontispiece to this volume. The table facing this page shows functions in practice included among the functions of local government, divided into groups according to the public authorities responsible for their administration.

The constitution of the several authorities enumerated in the table is as follows:—

The Council of the Administrative County of London is composed of 137 members, of whom 118 are directly elected by the ratepayers of 58 county electoral divisions, and 19 are aldermen elected by the councillors for a term of six years. Each county electoral area returns two councillors, except the City of London, which returns four. The whole number of councillors and one half of the aldermen retire in March every three years. A Chairman, a Vice-Chairman and a Deputy-Chairman are elected annually in March.

London
areas.

London local
authorities.

London local
authorities.

The City of London Corporation consists of 206 common councillors elected annually, and 26 aldermen directly elected for life. It is presided over by the Lord Mayor, elected annually.

The remainder of the Administrative County is divided into 28 metropolitan boroughs (including the City of Westminster and the Royal Borough of Kensington) each of which is governed by a council containing 30 to 60 members elected for three years, and aldermen to the number of one-sixth of the number of councillors, co-opted for six years. Each metropolitan borough council is presided over by a mayor.

The Administrative County is divided also into 31 poor law areas, for which boards of guardians are responsible. The members of each board number 18 to 50, a few of whom may be co-opted, but the majority are elected for a period of three years.

The water authority, the sick asylum authorities and the central unemployed authority are all indirectly elected. The Metropolitan Water Board contains 14 representatives of the Council, 2 representatives each of the City Corporation and the Westminster City Council, and one representative from each of the remaining 27 metropolitan borough councils, appointed for three years; there are, in addition, representatives of the authorities for other areas included in "Water London." The Metropolitan Asylums Board contains 55 managers elected for three years by the boards of guardians, and 18 managers nominated by the Local Government Board. The Central (Unemployed) Body consists of 4 members nominated by the London County Council and 5 by the Local Government Board, 8 co-opted members, and 62 representatives of the various Distress Committees, which in turn are appointed by the City Corporation and the metropolitan borough councils, partly from among their own members, but including representatives of the boards of guardians for the district.

Assessment Committees consist of from 6 to 12 members appointed by metropolitan borough councils (by the City Corporation in the City), if the borough area is co-extensive with the poor law union, and by the boards of guardians if the union areas conflict with borough areas; but they are independent authorities when appointed. There are 26 Assessment Committees. The Local Pension Committee is appointed by the London County Council partly from within and partly from without its members. The Insurance Committee for the County is an independent authority and will ultimately be constituted of representatives of the County Council, of approved societies, and of deposit contributors under the National Insurance Act, 1911.

The Police authority for the County of London and a very considerable area beyond* is the Secretary of State for the Home Department acting through a Commissioner of Police for the Metropolis, but in the City of London the Corporation is the Police authority.

* See *Police London*, p. 7.

The Port of London Authority will ordinarily consist of 18 representatives of payers of dues, wharfingers, and owners of river craft, together with 10 representatives of the Admiralty (1), the Board of Trade (2), the London County Council (4), the City Corporation (2), and Trinity House (1). The members hold office for three years. In accordance, however, with special provisions contained in the Act constituting the Authority, the Board of Trade appointed to the first Authority, whose term of office expired on 1st April 1913, the Chairman, 18 members in place of those to be elected, and one additional member experienced in dock management.

The Lee Conservancy Board is similarly indirectly appointed, consisting of representatives of authorities whose areas are included in the conservancy area, and one representative of barge owners. Two members are appointed by the Council.

The Thames Conservancy Board, since the constitution of the Port of London Authority, no longer deals with any area within the County, but the condition of that length of the Thames which comes under their jurisdiction affects London considerably. The Council appoints three members on the Board.

The Justices of the Peace are appointed by the Crown on the nomination of the Lord Lieutenant; but the Chairman of the London County Council and the several mayors of the metropolitan boroughs (provided they are not women), the metropolitan police magistrates, and the Lord Mayor, aldermen and recorder of the City are *ex-officio* justices.

The Standing Joint Committee consists of nine justices appointed by quarter sessions, with nine members appointed by the Council from amongst its own members.

The money spent annually by public authorities in London is derived from a large variety of sources, the chief of which are the several rates levied upon the assessable value of the County, which in 1913 amounted to £45,022,249. A considerable sum is received in payment for travelling on the tramways maintained and managed by the Council, and for electricity supplied by certain metropolitan borough councils and in rents derived from property held by the Council and the City Corporation. The Port Authority and the Water Board occupy a special position, for most of their expenditure is met by payments for services rendered. Contributions are made from the Imperial Exchequer towards the cost of certain functions, amongst the chief of which may be mentioned education and police. The total annual expenditure of public authorities in London, excluding the Port of London Authority, amounted in 1909-10 (the last year for which complete figures are available) to £25,693,444. To meet this the Imperial subventions mentioned above amounted to £2,855,304. The receipts-in-aid from various sources amounted to £7,539,508.*

London local
authorities.

Revenue of
London local
authorities.

* For details see *London Statistics*. Issued annually. Price 5s.

Debt of
London
local
authorities

The total net debt of London on 31st March, 1912, that is, the debt of the Council and of all other local authorities in the County of London, and the charge for interest and repayment in the year 1911-12, was as follows:—

Description of debt.	Total net debt.	Charge for interest and repayment in 1911-12.	
		Falling on rates.	Met or to be met out of revenues.
<i>I. Debt secured on the rates—</i>	£	£	£
(i.) In respect of rate services—			
London County Council—			
Education... ..	11,229,959	796,014	—
Other services	28,200,643	1,637,501	—
	39,430,602	2,433,515	—
Metropolitan Asylums Board	2,351,871	280,237	—
Metropolitan Police Receiver (London's rate- able proportion)	221,461	21,501	—
Central (Unemployed) Body	19,200	3,858	—
Metropolitan borough councils and City Cor- poration	6,676,476	695,335	—
Guardians and sick asylum and school district managers	3,316,668	367,255	—
Total in respect of rate services ...	52,016,278	3,801,701	—
(ii.) In respect of revenue-producing services—			
London County Council—			
Tramways	9,658,250	—	703,529
Working class dwellings	2,719,423	—	114,294
Small holdings	54	—	25
Boating in parks	1,455	—	374
	12,379,182	—	818,222
Metropolitan Water Board (London's rateable proportion)	39,586,887	—	1,259,276
Metropolitan borough councils and City Cor- poration—			
Electric lighting... ..	5,463,138	14,624	355,993
Working class dwellings	665,259	4,449	35,625
Borough Market Trustees	43,785	—	1,546
Total in respect of revenue-producing services ...	58,138,251	19,073	2,468,662
Total secured on the rates ...	110,154,529	3,820,774	2,468,662
		6,289,436	
<i>II. Debt secured upon the estates and revenues of the Corporation of the City of London</i>	3,922,443	—	166,637
Total	114,076,972	6,456,073	

The division of the charge as between interest and repayment was as follows:—£1,676,450, for interest and £2,144,324, for repayment in respect of the total charge falling on the rates, and £1,838,065 for interest and £630,597 for repayment in respect of the total charge met or to be met out of revenues.

The total net debt of the Metropolitan Police Receiver, of which London's proportions are given above, is £316,245, while the total debt charge s are £30,703. Similarly the total net debt of the Metropolitan Water Board is £49,488,950, and the debt charge £1,574,266.

The measure of the debt of the Port of London Authority may be gauged from the amount of its unredeemed stock, which is about 25 millions. Its debt is not secured on the rates.

Debt of
London
local
authorities.

The total net debt of London secured on the rates was £110,154,529, on 31st March, 1912, as compared with £110,770,419, on 31st March, 1911, a decrease of £615,890 (or .56 per cent.). The decrease during 1910-11 was £272,669 (or .25 per cent.). The totals at the end of 1911-12 for all authorities, except the Metropolitan Police Receiver and the Borough Market trustees, showed decreases as compared with the previous year. The net debt of the Council showed a decrease of £23,061. On 31st March, 1912, the total net debt secured on the rates was equivalent to 252.25 per cent. of the rateable value of London, whereas on 31st March, 1911, it was 251.64 per cent.

Although the charge for interest and repayment on the total net debt secured on the rates amounted in the year 1911-12 to £6,289,436, only £3,820,774 was borne by the rates, equivalent to a rate in the pound of 1s. 8.78d., the remaining sum of £2,468,662 being met out of revenues of various revenue-producing undertakings.

The net debt attributable to revenue-producing undertakings (£58,138,251) is over 50 per cent. of the total. The revenues of these undertakings constitute the primary security for the loans raised therefor, and the liability of the ratepayers for debt charges is only a contingent one. The two most important revenue-producing undertakings (water supply and tramways) had not up to 31st March, 1912, necessitated a charge on the rates, but it is estimated that the revenue of the Metropolitan Water Board will not, for the next few years, be sufficient for the Board's purposes without recourse to the rates and a deficiency rate is now being levied.

The total net debt outstanding on rate services on 31st March, 1912, was £52,016,278, or 117.95 per cent. of the rateable value.

Information as to the debt of each of the various local authorities in the County of London, other than the Port Authority, is given in a return published annually by the Council.*

* *London Debt, 1911-12.* (No. 1582.) Price 4d.

CHAPTER II.

Constitutional Machinery.

Qualification
for county
councillors
or aldermen.

The qualifications necessary for election as a county councillor or county alderman are specified in section 11 of the Municipal Corporations Act, 1882, and section 2 (b) of the Local Government Act, 1888. The law on the subject is, however, somewhat uncertain, particularly in London, but generally, it may be said that the undermentioned persons are qualified for election on the London County Council :—(a) persons registered and entitled to be registered as London county electors, and possessed of property in the county to the value of £1,000, or rated to the poor rate in the county on a rateable value of £30, but the property or rateable qualification is not essential if the person resides, and continues to reside, in the county of London and is qualified to elect to the office of county councillor ; (b) peers owning property in the County ; and (c) parliamentary voters registered in respect of the ownership of property in the County. Certain persons are expressly disqualified, such as county coroners, persons interested in contracts or employment with, by, or on behalf of the Council. As regards women, the Qualification of Women (County and Borough Councils) Act, 1907, provides that a woman shall not be disqualified by sex or marriage from being elected a county councillor or alderman.

County
Council
franchise.

No new type of electors was created in 1888 to choose the newly constituted county councils. The then existing classes of electors were utilised, for, by the County Electors Act, 1888, the persons entitled to vote for the election of county councillors were declared to be (a) burgesses qualified under section 9 of the Municipal Corporations Act, 1882 ; (b) persons registered as voters in respect of a ten pounds, qualification within the meaning of the provisions of the Registration Act, 1885. These two classes of voters were designated county electors. The simplification and extension of the county council franchise has engaged the attention of the Council on two occasions. In 1896 the Council instructed the Local Government and Taxation Committee to consider whether the county council franchise should be extended. On 21st February, 1899, and 27th March, 1900, the Council passed resolutions in favour of amalgamating the London franchises so as to have a common register for all local elections, including county council, school board, metropolitan borough councils and guardians and asked the Government to introduce the necessary legislation. The only measure, however, passed by Parliament was the London County Council Electors Qualification Act, 1900, which assimilated the county council and parochial franchises in London.

The Franchise and Registration Bill introduced by the Government in 1912 affected considerably the local government franchise as well as the whole system of the registration of electors. The Council on 26th November, 1912, expressed its opinion on various matters dealt with in the Bill, which, however, was withdrawn.

In the County of London (outside the City of London) the town clerks of the metropolitan boroughs are, subject to the provisions of the London Registration Order in Council, 1901, the "town clerks" within the meaning of the Registration of Electors Acts, and, as such, have the statutory duty of preparing the registers of electors. In the City of London this duty is vested in the Secondary. The principal powers and duties of the Council with respect to the registration of electors are to allow the expenses of the "town clerks" in preparing the registers of electors, and to certify the proportions payable by the various parishes towards defraying such expenses, and to pay a moiety of the expenses of revising the lists of voters and registers of electors. The Council also contributes towards the cost of preparing the registers of parliamentary county electors registered within the county. The overseers of London parishes are required to send copies of the lists of voters to the clerk of the Council, who also receives from clerks of other county councils copies of the revised lists of voters for the purpose of examining and making up the register of county electors.

The registers are made up primarily for the parliamentary boroughs and are arranged in three principal divisions, but the Council has directed that they shall be arranged so that they may be adopted for all elections in London. The conflict of electoral and voting areas which at present exists makes the London registers very complex, and suggestions have been made by the Council with a view to their simplification.

The following table shows the electorate for parliamentary, county council and parochial elections for a series of years :—

	Parliamentary.	County Council.	Parochial.
1889	—	509,876	—
1892	548,510	541,141	—
1895	569,678	562,774	660,020
1898	587,376	596,667	689,962
1901	601,468	711,575*	711,575
1904	612,569	731,370	732,569
1907	686,994	840,730	840,736
1910	652,272	795,713	795,666
1913	669,076	803,715	803,634

The registers for parliamentary and county council purposes are in force from 1st January to 31st December; those for metropolitan borough council purposes from 1st November to 31st October.

The expenses allowed by the revising barristers in respect of the lists of voters in London (exclusive of the City of London) for 1912-13, amounted to £16,751; and the net amount allowed by the Council for preparing the registers of electors was £10,158. Although the powers

* The large increase in this year was due to an extension of the franchise.

Registration
of electors.

of the Council are somewhat limited, it has been able to secure considerable economy in printing, and in other directions. The Council is represented at the revision courts in such cases as it may appear to be desirable in connection with the expenses of revising the lists of voters.

Polling
districts.

Under Section 64 of the Municipal Corporations Act, 1882, as applied by Section 75 of the Local Government Act, 1888, county councils were made the authorities for dividing the electoral divisions of their counties into polling districts for the purposes of county council elections; but the Council was advised that, as the law then stood, such powers could not be exercised more than once in the same county electoral division. As regards polling districts for parliamentary elections, the county councils were, under the Local Government Act, 1888, and applied statutes, the authorities where a parliamentary borough was situated in more than one petty sessional division, but the justices in petty sessions were the authorities in cases where a parliamentary borough was situated wholly within one petty sessional division.

The limited powers of the Council with respect to county polling districts and the conflict of jurisdiction in the case of parliamentary polling districts greatly hindered the provision of polling facilities in London. The Council, therefore, in several sessions promoted two bills—the Polling Arrangements (Parliamentary Boroughs) Bill to make county councils the authorities in all cases for parliamentary polling districts, and the Polling Districts (County Councils) Bill to enable county councils to re-arrange county polling districts from time to time as circumstances might require. The two bills finally became law in 1908.

The Council has made considerable use of the new Acts, and since they came into force it has made 35 orders thereunder relating to 17 parliamentary divisions and 18 county electoral divisions. In re-arranging polling districts the Council endeavours to secure, as far as possible, uniformity in regard to voting areas for parliamentary, county council, and parochial purposes.

Elections :—
(i.) County
Council.

The County Council (Elections) Act, 1891, provides that the ordinary day of election of councillors shall be such day between 1st and 8th March as the Council may fix not less than six weeks before 8th March, and that if no date is so fixed it shall be 8th March; that councillors shall retire on 8th March in every third year, on which day the newly elected councillors shall come into office; and that no election shall be held to fill a casual vacancy in the office of councillor which occurs within six months before the ordinary day of retirement of county councillors.

The Council has appointed the clerk of the Council to be returning officer for the election of county councillors in London. The costs of holding the elections are met out of the county fund, and are regulated by a scale framed by the Council, which has also prescribed regulations under which documents in use at elections may be inspected. The hours of poll at county council elections are those fixed by the Elections (Hours of Poll) Act, 1885, *i.e.*, from 8 a.m. to 8 p.m.

The ninth triennial election of county councillors was held on Thursday, 6th March, 1913. The percentages of persons voting at the elections since 1901 have been as follows :—1901, 40.8 ; 1904, 45.7 ; 1907, 55.5 ; 1910, 51.0 ; and 1913, 52.2. Appendix I. gives the details in respect of each county electoral division. In connection with these percentages, it is important to bear in mind that, while a person may be registered more than once in the county, he may only vote once therein at a county council election.

Elections of metropolitan borough councillors are conducted according to rules framed by the Local Government Board under the Local Government Act, 1894, and the London Government Act, 1899. Pursuant to an order made by the Board under the latter Act, the whole of the councillors of each of the metropolitan boroughs retire together on 1st November in every third year. The hours of poll are those fixed by the Elections (Hours of Poll) Act, 1885, *i.e.*, from 8 a.m. to 8 p.m. The Council has fixed scale of expenses for regulating the cost of holding elections, and prescribed regulations under which documents in use at elections may be inspected. It also has power to remove any difficulties with respect to the election of any borough councillor.

The fifth triennial election of metropolitan borough councillors was held on 1st November, 1912. At this election 53 wards, out of a total of 269, were uncontested, while the average percentage of electors who voted in the contested wards was 47. The percentages at previous elections have been :—1900, 45.9 ; 1903, 47.3 ; 1906, 48.2 : and 1909, 50.8.

By the Local Government Act, 1894, and Orders made thereunder, the Council has various powers and duties with respect to the election and constitution of boards of guardians. Orders have been made by the Council providing for the triennial retirement of every board of guardians in London.

The Guardians (London) Election Order, 1898, prescribes that the day for the triennial election of guardians shall be the first Monday in April, or, if that is Easter Monday, the last Monday in March ; or, in either case, such other day, not being earlier than the preceding Saturday or later than the following Wednesday, as may for special reasons be fixed by the Council.

The Order of 1898 also provides that the hours of poll shall be such as shall be fixed by the Council, or, if no order be made, then the hours of poll shall be such as obtained at the last general election of guardians, provided that the poll is always open between the hours of six and eight in the evening. The hours of poll at the first election of guardians in London under the Act of 1894 were fixed by the Local Government Board at from 8 a.m. to 10 p.m., and these hours have obtained at all subsequent elections of guardians in London. At the general election of guardians held on 4th April, 1910, 163 wards out of a total of 310 were uncontested ; while the average percentage of electors who voted in the contested wards was 21.8.

Elections :—
(i.) County Council.

(ii.) Metropolitan Borough Councils.

(iii.) Guardians of the Poor

Elections :—
(iv.) Parlia-
mentary,

The Council is not directly concerned in parliamentary elections, except to the extent already indicated. The Sheriff of the County of London, however, notifies to the Council annually the names of the persons whom he has appointed to be parliamentary returning officers in the case of those London parliamentary boroughs in which the appointments are vested in him.

County
representa-
tion.

Section 40 (4) of the Local Government Act, 1888, provides that the number of county councillors for the county shall be double the number of members which, at the date of the passing of that Act, the London parliamentary boroughs, or divisions, as the case might be, returned to Parliament. The London parliamentary boroughs and divisions were fixed by the Redistribution of Seats Act, 1885. There are 13 undivided boroughs and 15 divided boroughs (45 divisions), making altogether 58 parliamentary constituencies. There are, therefore, 58 electoral divisions of the county, returning altogether 118 county councillors. In addition, 19 county aldermen are elected by the county councillors for a term of six years, making a total of 137 members for the county council of London.

Section 54 (1e) of the Act of 1888 provides that a county council may represent to the Local Government Board that the alteration of the boundary of any electoral division of the county or of the number of county councillors and electoral divisions is desirable, and any order made by the Board would not require confirmation by Parliament. In the case of the County of London, however, the electoral divisions and representation are fixed by Act of Parliament, and the question whether they could be altered has not been determined. The representation of the county has not changed, except in so far as boundaries of county electoral divisions have been altered consequent upon alterations in the county area.

The present parliamentary constituencies were formed primarily on the basis of the population at the 1881 census. The character of many of the London districts has since changed considerably, with the result that certain inequalities now exist in the county representation. The question of a revision of the county representation has been considered by the Council on several occasions. On 22nd October, 1906, the Council resolved to ask the President of the Local Government Board to introduce a bill for increasing the total membership of the Council to about 200 by the sub-division of the larger electoral divisions. On 17th March, 1908, in connection with a scheme for the reform of poor-law administration in London, the Council expressed the opinion that its membership should be enlarged by giving to those electoral divisions insufficiently represented their proportionate representation.

On 27th October, 1908, the Council adopted proposals which had for their object the removal of the more serious of the inequalities. These proposals were that the Battersea, Clapham, Fulham, Lewisham and Woolwich divisions should each be divided into two constituencies; that the Wandsworth division should be divided into three constituencies; and that each of the new electoral divisions thus formed should return two members. The effect would have been to increase the total number of county councillors by 14, and the county aldermen by

3, and to bring up the total membership of the Council to 154. The Council approached the Local Government Board with a view to legislation by the Government, but no bill on the subject has been introduced.

The Council appoints representatives upon several authorities where the interests of the County of London are concerned.

The Standing Joint Committee of Quarter Sessions and the County of London is appointed pursuant to section 30 of the Local Government Act, 1888, for the purpose of dealing with matters which have to be determined jointly by quarter sessions and the Council. The Committee consists of nine justices appointed by quarter sessions and nine members of the Council appointed by the Council, and the expenses of the Committee are met out of the county fund.

Important authorities upon which the Council is represented are :— Metropolitan Water Board (14 members), Port of London Authority (4 members), Thames Conservancy Board (3 members), Lee Conservancy Board (2 members), Lee Valley Drainage Commission (1 member), Central (Unemployed) Body for London (4 members), London University (2 members), Territorial Force Association for the County of London (20 members), Royal Patriotic Fund Corporation (1 member).

In addition to the foregoing, the Council appoints representatives upon the governing bodies of many polytechnics, technical institutes, charitable foundations, etc., in London.

Under section 54 (1) of the Act of 1888, the Council may represent the Local Government Board that the alteration of the boundary of the county, including a corresponding alteration of the boundary of any adjacent county, is desirable ; that the union, for all or any of the purposes of the Act, of any county borough with the county is desirable ; that the union, for all or any of the purposes of the Act, of any counties (except the City of London) or municipal boroughs with the county is desirable ; that a division of the county is desirable ; and thereupon the Board must, unless for special reasons they think that the representation ought not to be entertained, hold a local inquiry, and may make an order for giving effect to the proposal, or for any other proposal, or may refuse such order, and if they make the order, may divide or alter a county electoral division. Any such order would be subject to confirmation by Parliament.

Under the Willesden Local Board Act, 1876, an adjustment of boundary was made between the parishes of Paddington and Willesden, but the question whether the county boundary has also been altered has not been authoritatively determined. By, or under the provisions of, the London Government Act, 1899, Penge, Clerkenwell detached, and Putney detached were transferred from London to the counties of Kent, Middlesex, and Surrey, respectively, whilst South Hornsey and Mitcham detached were added to the County of London. By the Counties of London and Surrey (Wandsworth and Mitcham) Order, 1903, and the Counties of London and Middlesex (Hackney and Tottenham) Order, 1907, adjustments were made in the boundaries of the Counties of London and Surrey at Tooting and Mitcham, and of the boundaries of the counties of London and Middlesex at Hackney and Tottenham respectively.

Alterations
of parish
boundaries.

Under section 57 of the Local Government Act, 1888, the Council may, if satisfied that a *prima facie* case is made out (1) for the alteration or definition of the boundary of any parish, (2) for the division of any parish, (3) for the union of any parish with any other parish or parishes or (4) for the transfer of part of a parish to another parish, cause inquiry to be made in the locality, and may make an order for carrying the proposal into effect. The order must be submitted to the Local Government Board, which may confirm it, with or without modification. If not less than one-sixth of the total number of county electors registered in the parish petition against it, the Board must hold a local inquiry to determine whether the order is to be confirmed or not.

The Council has made orders uniting parishes in the following cases—St. Olave and St. Thomas, Southwark; Holy Trinity, Minories, and St. Mary, Whitechapel; the Precincts of St. Katherine and Old Tower Without and the parish of St. Botolph Without, Aldgate.

Under the City of London (Union of Parishes) Act, 1907, all the parishes in the City of London were united into one parish and various consequential alterations made.

Under the London Government Act, 1899, numerous alterations were made in parish boundaries. These alterations consisted of: (1) alterations affecting the area of the County of London; (2) alterations owing to the transfer of detached parts of parishes to adjoining parishes, viz., St. George, Hanover-square, detached, added to Chelsea; Chelsea detached (Kensal-town) divided between Kensington and Paddington; Streatham detached, divided between Lambeth and Camberwell; Clapham detached, added to Streatham; and St. Andrew, Holborn, detached and St. Martin-in-the-Fields detached, added to St. Pancras; (3) adjustments of parish boundaries “for simplification or convenience of administration”; and (4) unions of parishes.

The union of parishes were as follows:—Charlton and Kidbrooke, under the name of the parish of Charlton and Kidbrooke; South Hornsey and Stoke Newington, under the name of the parish of Stoke Newington; Clapham, Putney, Streatham, Tooting Graveney and Wandsworth, under the name of the parish of Wandsworth Borough; Bermondsey, Rotherhithe, St. Olave and St. Thomas and St. John, Horselydown, under the name of the parish of Bermondsey; Lewisham and Lee under the name of the parish of Lewisham; and Poplar, Bow and Bromley under the name of Poplar Borough. Under the same Act the Tower of London was incorporated for all civil purposes with the parish of St. Botolph Without, Aldgate; Glasshouse-yard was separated from the parish of St. Botolph, Aldersgate, and formed into a separate parish; and a portion of the parish of St. Sepulchre (Middlesex), containing a part of Smithfield Market, and portions of the parishes of Furnival's-inn and Whitechapel situated within the City of London, were added to the parish of the City of London. The London Government Act, 1899, provided that, for the purposes of that Act, the Inner and Middle Temples, which are outside the municipal city, should be deemed to be within the City of London.

CHAPTER III.

Judicial business.

The Council's functions under the Local Government Act, 1888, are of course mainly administrative, and the transfer of all administrative business from a body of persons appointed for judicial purposes to a body specially constituted to deal with such matters was not only the avowed object of the creation of county councils throughout the country, but also its general actual effect. This transfer, however, incidentally also caused certain administrative duties intimately connected with judicial business to be entrusted to the Council. The duties which may be thus described, and of which the first three originated under the Act of 1888, are:— (1) The appointment of coroners and the provision of coroners' courts, (2) the appointment of a proportion of the members of the Standing Joint Committee and the provision of courts for the transaction of the business and the payment of the expenses of Quarter Sessions, (3) the payment of the costs of prosecutors and witnesses at Quarter Sessions and at the Central Criminal Court, and (4) the appointment of a Committee to hear and determine appeals against certain orders of the sanitary authorities,

The coroner is an ancient officer of the English common law, and was so called, according to Coke, because he was a keeper of the pleas of the Crown (*custos placitorum coronæ*). At what period the office of coroner was instituted is a matter of considerable doubt; some modern authorities* date its origin from 1194, but C. Gross† has shown that it must have existed before that date. The office in the county at least was always elective, the appointment being made by the freeholders of the county assembled in county court. By the Statute of Westminster the First (1275) it was ordered that none but lawful and discreet knights should be chosen as coroners, and in one instance a person was actually removed from office for insufficiency of estate. Lands to the value of £20 a year (the qualification for knighthood) were afterwards deemed sufficient to satisfy the requirements as to estate which ought to be insisted on in the case of a coroner. The complaint of Blackstone shows the transition of the office from its original dignified and honorary character to a paid appointment in the public service. "Now, indeed, through the culpable neglect of gentlemen of property, this office has been suffered to fall into disrepute, and get into low and indigent hands; so that, although formerly no coroners would condescend to be paid for serving their country, and they were by the aforesaid Statute of Westminster expressly forbidden to take a reward, under pain of a great forfeiture to the king; yet for many years past they have only desired to be chosen for their perquisites; being allowed fees for their attendance

Coroners.

* Stubbs, *Select Charters*, 260; Pollock and Maitland, *Hist. Eng. Law*, i. 519.

† *Political Science Quarterly*, vol. vii.

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by the statute 3 Henry VII., c. 1, which Sir Edward Coke complains of heavily; though since his time those fees have been much enlarged." The person appointed is almost invariably a qualified legal or medical practitioner; how far one is a more "fit person" than another has frequently been a matter of dispute: a Bill of 1897, which however, failed to pass, sought to decide in favour of the legal profession. The property qualification for a county coroner ("having land in fee sufficient in the same county whereof he may answer to all manner of people," 14 Ed. III., st. 1, c. 8), although re-enacted in the Coroners Act, 1887, is now virtually dispensed with. The appointment is for life. A coroner may be removed by the writ *de coronatore exonerando*, for sufficient cause assigned, or the Lord Chancellor may, if he thinks fit, remove any coroner from his office for inability or misbehaviour in the discharge of his duty.

The County Coroners Act of 1860, abolished the system of payment by fees, established by the Coroners Act of 1843, and provided for payment being made by salary calculated on the average amount of the fees, mileage and allowances usually received by the coroner for a period of five years, and for the calculation being revised every five years. A county coroner must reside within his district, or not more than two miles out of it. The duties of a coroner were ascertained by the Act (4 Edward I., st. 2.):—"A coroner of our lord the king ought to inquire of these things, first, when coroners are commanded by the king's bailiffs or by the honest men of the county, they shall go to the places where any be slain, or suddenly dead or wounded, or where houses are broken, or where treasure is said to be found, and shall forthwith command four of the next towns, or five, or six, to appear before him in such a place; and when they are come thither, the coroner upon the oath of them shall inquire in this manner, that is, to wit, if it concerns a man slain, if they know when the person was slain, whether it were in any house, field, bed, tavern, or company, and if any, and who, were there, etc. It shall also be inquired if the dead person were known, or else a stranger, and where he lay the night before. And if any person is said to be guilty of the murder, the coroner shall go to their house and inquire what goods they have, etc." Similar directions were given for cases of persons found drowned or suddenly dead, for attachment of criminals in cases of violence, etc. A coroner's functions are now, by the Coroners Act, 1887 (which largely consolidated the law on the subject) limited to an inquiry upon "the dead body of a person lying within his jurisdiction, where there is reasonable cause to suspect that such person has died either a violent or an unnatural death, or has died a sudden death of which the cause is unknown, or that such person has died in prison, or in such place or under such circumstances as to require an inquest in pursuance of any act," and upon treasure-trove. The inquisition must be *super visum corporis* that is, after "viewing the body"; the evidence is taken on oath; and any party suspected may tender evidence. The Act gives power to the coroner to summon medical witnesses and to direct the performance of a post-mortem examination. The verdict must be that of twelve

at least of the jury. If any person is found guilty of murder or other homicide, the coroner must commit him to prison for trial; he must also certify the material evidence to the court, and bind over the proper persons to prosecute or to give evidence at the trial. He may in his discretion accept bail for a person found guilty of manslaughter. Since the abolition of public executions, the coroner is required to hold an inquest on the body of any criminal on whom sentence of death has been carried into effect.

The Local Government Act, 1888, abolished the election of coroners by freeholders, and provided for the appointment of county coroners by county councils (except in certain franchise districts), and transferred to county councils the powers of quarter sessions with respect to salaries of coroners payable out of the county rate, the fees, allowances, and disbursements allowed to be paid by such coroners, the division of the county into coroners' districts, and the assignment of such districts. The Coroners Act, 1892, provides that every coroner appointed by the Council shall appoint, by writing, a fit person, approved by the Chairman of the Council, to be his deputy, and that a duplicate of each appointment shall be sent to the Council. Questions relating to coroners are referred to the Public Control Committee, and most of the London coroners are appointed and paid by the Council.

In the City of London the officiating coroner is elected by the Common Council, and his remuneration and disbursements are paid out of the funds of the Corporation. The City coroner, in addition to performing the usual functions appertaining to the office of coroner, holds inquests in cases of fires in the City under the City of London Fire Inquests Act, 1888.

The franchise districts to which the Council does not appoint the coroners, but in respect of which it pays the coroners' salaries and disbursements are:—Westminster, where the coroner is appointed by the Dean and Chapter of Westminster; the Liberty of the Tower, where the appointment is vested in the Constable of the Tower; the old borough of Southwark, where the appointment is vested in the Corporation of the City of London, under a charter of King Edward VI.; and the Savoy and the parish of Clapham, the coroners for which are appointed by the Duchy of Lancaster. The President of the Admiralty Division of the High Court, who is appointed Coroner of the Admiralty by letters patent, and the Coroner of the King's Household, who is appointed by the Lord Steward of the Household, are also franchise coroners, but they are not paid by the Council. The Lord Chief Justice of England is, by virtue of his office, supreme coroner over all England, and the justices of the High Court are, by the same authority, sovereign coroners.

The division of the County of London into coroners' districts which existed on the transfer of the duty to the Council has not been substantially altered. Some minor adjustments have been made, and it was hoped that under the London Government Act, 1899, a scheme might have been formulated for abolishing the franchise coroners' districts of Southwark and Westminster, so as to facilitate a better arrangement of the districts throughout the County. It appeared, however, that

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this was not possible, and, though in 1891 the Council had expressed the opinion that on a vacancy occurring in the central district some re-arrangement might be possible, it was found when this occurred in 1910, that only comparatively small readjustments could be made. The existing districts, apart from the franchise districts already mentioned, are:—Western, Central, North-Eastern, Eastern, South-Western, Southern and South-Eastern. Appendix II. shows the boundaries of these districts.

The salaries of coroners, except that of the coroner for the City of London, are liable to revision every five years at the instance of either the Council or the coroners, on the basis of the average number of inquests held by any such coroner in the five years immediately preceding. This power of revision has been exercised from time to time by the Council and the average salary paid to London coroners in the larger districts of approximately equal area is £1,250 a year.

The numbers of coroners' inquests held in the County of London (exclusive of the City of London), and the annual expenditure in connection therewith during a series of years have been as follows:—

Year ended 31st December.	No. of inquests.	Coroners' salaries.	Disbursements.	Total.	Cost for each inquest.
		£	£	£	£ s. d.
1895	7,527	8,747	15,493	24,240	3 4 5
1900	8,027	10,142	20,890	31,032	3 17 3
1905	7,126	10,390	17,960	28,350	3 19 6
1910	6,574	10,306	17,034	27,339	4 3 2
1911	6,851	9,458	17,759	27,217	3 19 5
1912	6,685	9,515	17,264	26,779	4 0 1

Amendment of the law as to coroners.

The unsatisfactory state of the law relating to coroners' inquests and death certification has engaged the Council's attention on several occasions. The Death Certification Committee of 1893 called attention to the manner in which the system of death certification and burial played into the hands of the criminal classes, and the Council considered the matter in connection with the whole question of coroner's law. On 27th February, 1895, a deputation from the Council attended before the Lord Chancellor (Lord Herschell) and submitted recommendations with respect to medical certificates as to the cause of death, the appointment of medical investigators, the re-arrangement of coroners' districts, the provision of coroners' courts, the viewing of bodies by juries, the reduction of the number of jurymen, the keeping of records, the giving of evidence by medical witnesses, the making of post-mortem examinations and other matters. The attention of the succeeding Chancellor (Lord Halsbury) was also directed to the matter, but no action was taken.

On 1st July, 1902, the Council decided to approach the Registrar-General and the Home Secretary on the subject, but the Home Secretary held out no hope of legislation. The Council again considered the matter in 1906, and in connection therewith certain recommendations

of the Inter-Departmental Committee on Physical Deterioration as to Coroners' still-births and death certification. A deputation from the Council attended before the Lord Chancellor (Lord Loreburn) on 22nd March, 1907, and made representations practically similar to those put forward in 1895. The Lord Chancellor also received a deputation from the Medico-Legal Society on the question which endorsed generally the views put forward on behalf of the Council and emphasised the need for legislative action. The Home Secretary, doubtless as a result of these representations, appointed in 1909 a Departmental Committee to inquire into the law relating to coroners and coroners' inquests and into the practice in coroners' courts. The report of the Committee was issued in 1910*, and their recommendations were in general agreement with the proposals laid before the Lord Chancellor by the Council in 1907. Subject to certain exceptions, the Council expressed its concurrence in the recommendations. No Government action has, however, yet been taken, and although a bill was introduced in 1910 by Sir William Collins no progress was made. The Council was in general agreement with the proposals contained in the Bill.

The Sanitary Act of 1866, contained permissive provisions under which vestries and district boards could provide mortuary accommodation, and a few of the sanitary authorities in London exercised these powers and provided, not only mortuaries, but coroners' courts. In 1889 throughout the greater part of the County there were, however, no proper mortuaries and no courts, the practice being to hold inquests in public houses. Section 92 of the Public Health (London) Act, 1891, directed for the first time that proper accommodation should be provided, the courts by the Council, and the mortuaries and post-mortem rooms by the sanitary authorities. A special joint committee of the Public Control and Public Health Committees was formed in 1892, and, by co-operation with the sanitary authorities, suitable accommodation was by 1902 provided in all parts of London. In a few cases, before agreement could be reached, it was found necessary to intimate to vestries that complaint would have to be made to the Local Government Board. In 1896, 583 (out of 7,300) inquests were held in public houses, in 1897 28 (out of 7,428) and in 1898, 9. Since 1900 no inquests have been held in public houses.

The question whether coroners' juries should be paid is a vexed one. When the Council came into office, no fees to jurors were paid in the Middlesex and Kent portions of the County, and it abolished payments in the Surrey portion of the County. The Council was of opinion that the payment of fees encouraged the creation of the professional juror, and it endeavoured to secure through the coroners the observance of the system of summoning jurors in strict rotation. Representations were, however, made as to the injustice of a workman losing wages in performing the public duty of serving on a jury, and, in connection with the general question of the amendment of the law as to coroners, the Council, in

* *Report of Departmental Committee on the law relating to coroners and coroners' inquests.* (Cd. 5004).

Payment of
jurymen.

1895, recommended to the Lord Chancellor that jurymen should be paid a sum sufficient to compensate a workman for actual loss of time incurred. The London coroners were of opinion, that, if jurymen were to be paid (and they declared this to be inexpedient) the only feasible way would be to pay to each juror a fixed sum for each inquest. The Council in February, 1898, approved a scheme providing for the payment of 2s. for each attendance of a juror, when summoned by rota, but limiting payment to 15 jurors in each case and then only when applied for. Advantage was at once taken of the scheme, for in 1899 the amount paid was £4,449 and the amount is still considerable. The Council has since considered as to abolishing the fees, but the practice approved in 1898 still obtains.

Central
Criminal
Court.

The Central Criminal Court is the assize court of the County of London. The district within the jurisdiction of the court is defined by the Central Criminal Court Act, 1834, as amended, to include the administrative counties of London and Middlesex, and parts of the counties of Essex, Kent, Surrey and Hertford. The district is 420 square miles in area. Cases which may be tried at quarter sessions exercising jurisdiction within the Central Criminal Court district may also be tried at the Central Criminal Court, but the more serious offences can only be tried at the latter court. The King's Bench Division of the High Court may remove into the Central Criminal Court any indictment for felony or misdemeanour committed out of the jurisdiction of the court; and may order any person who is accused of murder or manslaughter in England or Wales and is at the time subject to the Mutiny Act, to be tried at the Central Criminal Court. Twelve sessions of the Court are held, and the number of cases dealt with annually is over 1,000, of which more than half relate to London.

The Court-house in the Old Bailey was provided and is maintained by the Corporation of the City of London, which also pays the salaries of the judges other than judges of the High Court. The Council pays seven-eighths of certain establishment expenses of the court, the remaining one-eighth being borne proportionately by the other counties situated or partly situated within the Central Criminal Court district.

The Court of Quarter Sessions for the County of London was established pursuant to section 40 (2) of the Local Government Act, 1888.

Quarter
sessions for
the County
of London.

Section 42 (1) and (3) of the Act provided for the appointment by the Crown on the petition of the Council, of a paid chairman and deputy-chairman of quarter sessions, and for the payment of their salaries, not exceeding those mentioned in the petition, out of the county fund.

By section 42 (7) the Council is empowered to submit from time to time to a Secretary of State a scheme for regulating the holding of quarter sessions in London, either at one place or at different places, and for determining the legal character of sessions so held. A scheme was made by the Council in 1892 which provided *inter alia* that all business arising on the north side of the Thames should be disposed of at Clerkenwell Sessions House, and that all business arising on the south side of the Thames at Newington Sessions House. This scheme was superseded by a scheme which came into operation on 1st January, 1909, and was

continued in force for four years, all business being transacted at Newington. Consequent on the decision of the Council in 1912 (referred to hereafter) to rebuild the Newington Sessions House, a new scheme became necessary and a temporary scheme now provides for all business to be transacted at Clerkenwell. Quarter sessions for the County of London.

While acting under the Valuation (Metropolis) Act, 1869, the court of quarter sessions has special powers and exercises jurisdiction throughout the whole of the administrative county. The Council has from time to time, under the powers vested in it by the Local Government Act, 1888, and with the approval of the Home Secretary, directed that additional courts shall be held to deal with the large amount of business arising in connection with the quinquennial revaluation of property.

The Council is required by statute to provide such accommodation and furniture as may be determined by the Standing Joint Committee to be necessary for the due transaction of the business and convenient keeping of the records and documents of quarter sessions and justices. The Council has devoted much attention to the question of the accommodation needed for transacting the business of quarter sessions. On 8th December, 1908, proposals were submitted to the Council for various improvements, including the erection of a new court house on a site in Bloomsbury. While these recommendations were before the Council, the Secretary of State for the Home Department appointed a Departmental Committee to consider and report what place would be the most suitable, having regard to convenience and economy, for transacting the quarter sessions business of the County of London, and what, if any, improvements could be made in the arrangements for the trial of criminal cases and the hearing of appeals.

The Departmental Committee, on which the Council was represented, issued their report in September, 1909, and their conclusions on this part of the subject were as follows:—

(1) It is desirable that all, or at least the criminal, business of the sessions should be transacted in one building.

(2) Having regard to existing conditions, it is not possible to use the buildings of the Central Criminal Court, whether by amalgamating the criminal business of the sessions with that of the Central Criminal Court, or by interposing the sittings of the Quarter Sessions between those of the Central Criminal Court.

(3) The existing Sessions House at Newington is insufficient to accommodate all the business of the sessions and cannot be rendered suitable by means of enlargement or alteration.

(4) The site at Newington is not appreciably more inconvenient of access than any other site that could probably be acquired, except a site in a central district, i.e., that bounded by Holborn, Farringdon-street, the Strand and Shaftesbury-avenue.

(5) If regard is had to economy only, it is desirable that a new sessions house should be built on the site at Newington.

(6) If regard is had chiefly to convenience, a site in the central district above described would be most suitable for all classes of persons connected with the sessions.

The heavy cost of a site in the central area suggested by the departmental committee militated against any scheme for building a court

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sessions for
the County
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house there. The Local Government, Records and Museums Committee, after considering the matter in all its aspects, submitted to the Council a proposal for demolishing the old court house at Newington and erecting a new one on the site. The Council, however, did not at once agree to this scheme, but on 15th November, 1910, gave directions for the opening of negotiations with the City Corporation with a view to all indictable cases triable at quarter sessions being tried at the Central Criminal Court. These negotiations eventually fell through, and the Council, on 2nd July, 1912, decided to proceed with the erection of a new sessions house on the Newington site. At the end of March, 1913, sketch plans had been prepared and were under consideration by the authorities concerned.

Expenditure in respect of the salaries of the Chairman and Deputy-Chairman of quarter sessions and their clerks is chargeable to the general county account. The expenses of the court in respect of assessment appeals are charged on the Metropolitan Common Poor Fund.

criminal
prosecutions.

The costs of prosecutors and witnesses at quarter and petty sessions and at the Central Criminal Court, so far as London is concerned, are payable by the Council out of the county fund. Certain expenses under the Criminal Appeal Act, 1907, are also payable out of the county fund.

The Costs in Criminal Cases Act, 1908, provides for a new method of paying the costs of prosecutors and witnesses. Payment of these expenses is, in the first instance, made out of moneys under the control of the Receiver of the Metropolitan Police District, who is reimbursed monthly by the county treasurer. Regulations for carrying the Act into effect have been made by the Home Secretary.

Appeal
Committee.

The Council acts in a quasi-judicial capacity in many cases in which it has administrative duties to perform, e.g., in the licensing of theatres and music halls, employment agencies, common lodging-houses, seamen's lodging-houses, cowhouses, knackers' yards, etc. In one case only, however, are its powers, other than the power of making laws, of a judicial character.

The case in question arises under section 212 of the Metropolis Management Act, 1855, by which the Council is required to appoint an Appeal Committee to hear and decide appeals under that Act. This section of the 1855 Act is also applied by statute to appeals made under the Metropolis Management Act, 1862, and under sections 37, 41 and 43 of the Public Health (London) Act, 1891. An appeal to the Council is also provided for by section 6 of the Metropolis Management Act Amendment Act, 1890, and the Council has referred such appeals also to the Appeal Committee. Questions of the interpretation of the Council's by-laws may, therefore, come before the Committee, but the Committee have never assumed power to deal with these, confining themselves to the decision of matters of fact, and leaving such questions to be dealt with by the courts.

Juvenile
offenders.

The treatment of the juvenile offender by means of the industrial and reformatory school is dealt with in the chapter on Education (*See pp. 68-9*). The machinery by which his or her offence is dealt with at law may, however, properly be considered here. Special

tribunals for dealing with juvenile offenders were started in 1863 in America, and in 1890 in Australia, but not until 1908, after continual pressure from societies interested in the welfare of children, was the system definitely established in the United Kingdom. The Children Act, 1908, requires courts of summary jurisdiction, when hearing charges against children or young persons under the age of 16, to hold separate sittings for the purpose, and prohibits persons not concerned in the case from being present. In London distinct juvenile courts may be established by Order in Council. The Act further creates probation officers, who may be official or voluntary, to act as personal guardian of the offender. The principle underlying the system is to keep the children free from the taint that attaches to criminal proceedings. The Council is required to provide places of detention (a) at which children and young persons waiting to be brought before a magistrate or on remand or awaiting admission to a certified school are to be received, and (b) which may be used as places of punishment. As from 1st April, 1910, the Council assumed control of the remand homes which up to that date had been used by the Metropolitan Asylums Board under the Youthful Offenders Act, 1901, the premises being situated at Camberwell-green, Harrow-road and Pentonville-road. The first-named premises have since been given up in favour of the Ponton-road Day Industrial School, which has been adapted for the purpose. The total accommodation provided is about 200 places. Cleansing and medical treatment are important features in the work of these institutions, and the education of the children is also attended to. The lines upon which the institutions are to be developed are being considered by the Council.

It was anticipated that courts, presided over by a magistrate specially appointed for the purpose, would be held at the places of detention, but the Order in Council issued in January, 1910, provides for the courts to be held in rooms at the ordinary police courts. A contribution of 9d. a day is made by the Treasury towards the maintenance of each child or young person remanded or committed. No contribution is made in respect of children who are awaiting the hearing of their cases or removal to a certified school.

CHAPTER IV.

Finance, rating and taxation.

Regulation
and control
of finance.

The Local Government Act, 1888 (section 80 (3)) requires every county council to appoint a finance committee "for regulating and controlling the finance of their county," and provides that "an order for the payment of a sum out of the county fund, whether on account of capital or income, shall not be made by a county council, except in pursuance of a resolution of the Council passed on the recommendation of the finance committee, and . . . any costs, debt, or liability exceeding fifty pounds shall not be incurred except upon a resolution of the council passed on an estimate submitted by the finance committee."

The financial system of the Council is centralised, and uniformity of financial administration is secured by standing orders and by rules and regulations made by or on the advice of the Finance Committee for the guidance of the various Committees and departments of the Council.

The Finance Committee deal with the raising and investment of all moneys, the insurance of all property, and advise on all financial questions.

Annual
estimates.

Control over expenditure is exercised primarily by means of the submission to the Council by the Finance Committee of estimates, upon which expenditure, whether on maintenance or capital account, is voted by the Council.

Section 74 of the Act of 1888 provides for the preparation at the beginning of each financial year of an estimate of receipts and expenses of the Council during the year, and of the amount required to be raised by means of contributions, *i.e.*, by a county rate. These are the "annual estimates" (a) of expenditure on capital account, and (b) of income and expenditure on rate and revenue accounts.

These estimates serve a double purpose. The capital estimates (i.) constitute the basis of the Annual Money Bill submitted to Parliament, which authorises and limits the expenditure by the Council on capital account and the borrowings of each financial year, and (ii.) limit the amounts to be spent by the committees (Annual Capital Votes) during the year; and the rate and revenue estimates (i.) provide the means of ascertaining the amount required to be raised by the county rate, and (ii.) limit the amounts to be spent by the committees (Annual Maintenance Votes) during the year, and are deemed to be estimates of costs, debt or liability within the meaning of the Act of 1888.

In considering the capital estimates the Finance Committee are directed by the standing orders of the Council to have regard to the maximum amount which, in their opinion, the Council should seek to borrow in the year, and in considering the rate and revenue estimates the Committee are to have regard to the amount which, in their opinion, the Council should raise by county contributions in the year. The

capital estimates have to be brought up to the Council in February or March, and the rate and revenue estimates before 1st May in each year. Annual estimates.

The estimates must be voted by the Council before 30th June, parts of not fewer than four meetings being devoted to that purpose. A vote on account is passed before the end of March. These annual votes constitute the authority of the committees to expend money during the financial year, and no expenditure which has not been provided for in whole or in part in the annual votes may be incurred without the submission of a special estimate. Such special estimates are limited by the standing orders to cases of urgency and cases in which the Council is under statutory liability to proceed. Supplemental votes must be obtained, by the submission of supplemental estimates, for any anticipated excess of expenditure under any annual capital or maintenance vote.

In any case in which the actual expenditure has exceeded the original vote or any supplemental vote, an excess vote has to be obtained from the Council upon the recommendation of the committee responsible for the expenditure, the facts being previously reported to the Finance Committee, who thus have an opportunity of reporting to the Council at the same time.

The requirement of section 80 (3) of the Local Government Act, 1888, that no liability exceeding £50 is to be incurred by the Council except upon an estimate of "costs, debt or liability" submitted by the Finance Committee is complied with in the following way— Estimates of costs, debt or liability.

The estimates of expenditure comprised in the annual estimates on rate and revenue accounts are deemed to be "estimates of costs, debt or liability" within the meaning of this section, and their submission to the Council for voting secures compliance therewith. Expenditure on rate and revenue accounts is for the most part continuing expenditure, and more or less regular from year to year, and the standing orders provide that provision for expenditure not yet authorised by the Council in principle shall not be made in the annual votes except by way of inclusion, under the direction of the Finance Committee, in the item of provision money, expenditure against which has to be the subject of special estimates throughout the year.

Expenditure on capital account is, however, of a different nature, since it is either incurred once for all or spread at more or less regular intervals over a period of years, so that the amount provided in the annual estimates of capital expenditure in respect of any scheme or object may be only an instalment on account of a much larger expenditure than that so provided. Estimates of costs, debt or liability on capital account within the meaning of section 80 (3) of the Act of 1888 are therefore required to be submitted from time to time as occasion arises independently of the annual estimates, before any expenditure is incurred or liability entered into, and such estimates have regard to the total liability involved, whatever the period over which the expenditure may be spread.

On the passing of the annual votes, the various committees of the Council are authorised, within certain limits referred to hereafter, Authorisation of expenditure.

Authorisa-
tion of
expenditure.

to expend during the financial year, for the several objects specified therein, sums not exceeding the total amounts of the votes, subject, in the case of capital expenditure, to the Council having approved, in the current or any previous financial year, an estimate of costs, debt or liability, as explained above.

The Council does not, however, even at this stage, entirely cease to exercise control over expenditure which has been duly provided for and voted, for it requires that its specific sanction shall be obtained to the incurring of any new liability exceeding £50 (£500 in the case of the Education Committee, provided that no new subject of expenditure or new principle of administration is involved), although provision has been made for the same in the annual estimates. This limitation on the powers of committees does not apply to stores for current use.

All committees are required to obtain from the comptroller a certificate that proposed expenditure has been provided for in the annual votes.

Sources of
revenue.

The chief source of revenue is county contributions (*i.e.*, rates), levied by means of precepts issued half-yearly to the various local rating authorities, who make and collect the local rates. The amounts so raised by the Council from rates represent the sums shown by the annual estimates to be required to meet the Council's expenditure after taking into account all its other revenues. These consist mainly of:—Contributions from the National Exchequer, comprising the Exchequer contributions receivable through the local taxation account, and Government grants towards education and certain other services; interest on loans advanced to local authorities, etc.; rents of surplus lands acquired in connection with the carrying out of street and other improvements and of sundry properties; sundry receipts, fees, fines, etc., in connection with various services; revenues from tramways, dwellings and other undertakings. The last-named revenues are carried to the accounts of the respective undertakings, each of which is self-contained.

Receipt and
payment of
money.

The Local Government Act requires (section 80 (1)) that all payments to and out of the county fund shall be made to and by the county treasurer, and that all payments out of the fund shall, unless made in pursuance of the specific requirement of an Act of Parliament or of an order of a competent court, be made in pursuance of an order of the Council, signed by three members of the Finance Committee present at the meeting of the Council, and countersigned by the clerk of the Council.

The Council has appointed the London County and Westminster Bank, Limited, as the county treasurer, and all moneys receivable are either paid to the Bank direct, or paid to the cashier of the Council, and by him paid over to the Bank.

Payments out of the county fund are made on orders of the Council, signed and countersigned, as required by the section of the Act of 1888 above quoted, but in order to accelerate the payment of accounts connected with the general work of the Council, a "working account" has been established, which is fed by periodical payments, under orders of

the Council based on estimates of the amounts that will be required during successive periods ; and out of this subsidiary account payment of certain classes of accounts specified in the regulations is ordered and made by the Finance Committee. In case of emergency an order for payment may be made by certain authorised members of the Finance Committee. Payments in connection with the services of education and tramways are also made in a similar manner out of separate banking accounts. All payments out of these subsidiary banking accounts are reported to the Council for approval.

Receipt and
payment of
money.

There are certain smaller accounts for school salaries, scholarships, and other small payments, which are fed out of the subsidiary accounts before-mentioned, and drawn upon by the Finance Committee or by authorised members thereof or in some cases by the Comptroller or, under his direction, by officers in his department approved by the Finance Committee

Each account presented to the Finance Committee for payment has to bear the signature of the chairman or other authorised member of the responsible spending committee, indicating that it has received the approval of such committee.

All cheques for payment of moneys issued in pursuance of an order of the Council must, under the Act of 1888, be countersigned by the clerk of the Council or by a deputy approved by the Council.

The Finance Committee submit to each ordinary meeting of the Council the "weekly cash paper" showing the payments made or proposed to be made, particulars of sums received, and the balances on each account.

The Council's borrowings are regulated by its annual Money Acts. The foundations of the present system were laid by the Metropolitan Board of Works (Loans) Act, 1869. These were added to and modified by subsequent Money Acts but, on account of the inconvenience caused by having to refer to a series of annual Acts scattered over a period of 40 years, the Council in 1912 secured by the London County Council (Finance Consolidation) Act, the consolidation of these powers.

Borrowing
powers.

Each year's money Act authorises the amounts to be expended on capital account for the various services and works respectively during the financial year and the following six months, the latter being a temporary provision to enable expenditure to be incurred between the end of the financial year (31st March) and the passing of the next Act in July or August. The six months' power is superseded by the power subsequently granted for the financial year.

The annual Money Acts do not authorise the works on which expenditure is to be incurred ; but only authorise and regulate the expenditure necessary for the carrying out of works already authorised either by general or specific legislation. Thus, each Money Act gives power to spend during the period covered by the Act, and, as provided by the Finance Consolidation Act, such expenditure may be met by the issue of consolidated stock or temporarily by the issue of London County Bills or temporary loans, or by the utilisation of any moneys of the Consolidated Loans Fund (see p. 33), that may be available instead of

Borrowing
powers.

creating stock. There is also a power to issue terminable annuities, but it has never been exercised.

The stock issued is of two kinds, viz., Metropolitan Consolidated Stock and London County Consolidated Stock. There are three descriptions of each kind of stock bearing interest at the rate of $3\frac{1}{2}$ per cent., 3 per cent., and $2\frac{1}{2}$ per cent., respectively. The Metropolitan Consolidated Stocks have to be redeemed at a fixed date in each case, while the London County Consolidated Stocks are not redeemable compulsorily at any fixed date, but the Council can redeem them on one year's notice after certain dates. This power to redeem on one year's notice after a certain date applies also to the $2\frac{1}{2}$ per cent. Metropolitan Consolidated Stock. The Finance Consolidation Act provides that the annual sum to be carried to the Consolidated Loans Fund shall, in the case of stocks not compulsorily redeemable at a fixed date, be calculated on the same basis as if the stock had to be redeemed at par at the expiration of 60 years from the date of its issue. All Consolidated Stock is managed by the Bank of England.

The Council is empowered to issue London County Bills which are similar to Treasury Bills, and can be issued for any period of not more than twelve and not less than three months, but the aggregate amount outstanding at any one time is not to exceed £2,000,000. The Bills may be renewed from time to time, but the amount of principal moneys raised by Bills which are outstanding at the end of any financial year has to be included as debt for the redemption of which provision must be made.

Temporary loans can be raised for any period not exceeding six months with the sanction of H.M. Treasury.

Instead of issuing stock, the Council may use any moneys standing to the credit of the capital account of the Consolidated Loans Fund, subject to three conditions:—

- (1) The consent of the Treasury must be first obtained.
- (2) Interest at such rate as the Treasury approve must be paid to the fund for the money so used.
- (3) Provision must be made out of the rates or other revenues of the Council for the repayment of the money before the date at which it will be required for paying off the stock-holders in the case of the stocks which must be redeemed at fixed dates, and within 60 years in the case of stock not so redeemable.

The effect of using the moneys of the sinking fund in this way is on the one hand to withdraw a given sum from the fund, but on the other hand to obviate the necessity for the creation of fresh debt to an equivalent amount; moreover, the Council thus saves the expense attendant upon the issue of new stock.

Repayment
of debt.

In respect of all money borrowed for capital purposes provision must be made for repayment within a period not exceeding 60 years; a considerable proportion is provided for within shorter periods, chiefly 40 and 25 years. The precise periods of repayment for each class of capital expenditure are fixed by the Council with the approval of H.M. Treasury.

The Consolidated Loans Fund was established by the Metropolitan Board of Works (Loans) Act of 1869 for the purpose of paying the dividends on and redeeming all Consolidated Stock within a period of 60 years from the date of its creation. The capital account of this fund receives all moneys provided for the redemption of stock. The moneys raised in the rate or provided out of other revenues for this purpose are employed from time to time in the purchase and cancellation of stock, or used under statutory powers, for the Council's own capital expenditure (see above), or are advanced in loans to local authorities. The moneys may also be invested in certain securities, but no such investments have been made up to the present time.

In addition to the cash assets of the Consolidated Loans Fund, the Council holds as assets of the fund the surplus lands which it has acquired in connection with street improvements and otherwise. These lands, which are of great value, are mostly let at ground rents, and have to be sold by various fixed dates, as they form part of the provision made for redemption of the Council's Stocks. These dates have been fixed to coincide with the dates at which the stocks out of the proceeds of which the lands were acquired must be redeemed, and in the case of the London County Consolidated Stocks, which are not redeemable at any fixed dates, the dates are generally 60 years from the dates of the passing of the Acts under which the lands were respectively acquired.

The Council's net debt, i.e., the amount of stock and other loans outstanding after deducting all the assets of the Consolidated Loans Fund applicable to the redemption of debt, including the estimated value (approved by H.M. Treasury) of these surplus lands, amounted on 31st March, 1913, to £51,398,843 8s. 4d. The details will be found in Appendix III.

The gross debt shows an increase over the previous year of £56,467, and the assets an increase of £467,407. Consequently there was a decrease during the year in the net debt of £410,940. As compared with the net debt taken over on 21st March, 1889, from the late Metropolitan Board of Works and the former counties of Middlesex, Surrey and Kent, which together amounted to £17,563,262, there is an increase of £33,835,581. In making this comparison it must be borne in mind that on 1st May, 1904, the debt (£11,546,883) of the School Board for London was transferred to the Council.

The net debt in respect of revenue-producing undertakings amounted to £12,702,521, the interest and repayment charges for which are paid out of the revenues of the undertakings. The rate in the pound in respect of the net debt for rate services for 1912-13 was 13·11d., of which 4·28d. related to debt for education purposes. The balance of 8·83d. in the pound for purposes other than education was, after allowing for the rise in rateable value, 1·09d. more than the rate in respect of debt in 1889-90.

The assets available for the redemption of the gross debt of the Council on 31st March, 1913, amounted to £33,781,403. The corresponding amount on 31st March, 1912, was £33,313,996. There was thus an increase during the year of £467,407, and this was after

Repayment
of debt.

applying £1,359,685 during the year to the actual repayment of debt, thus making the total appropriation for redemption of debt during the year £1,827,092.

Of this amount, the sum of £1,242,526 was raised in the rate for redemption of debt, with the approval of the Treasury under the Council's Annual Money Acts; £413,216 was provided out of the revenues from tramways, working-class dwellings, etc., for the redemption of debt, and £16,829 was contributed by out-county local authorities towards the repayment of main drainage debt. In addition to these appropriations, £495,552 was realised by sales of property, and £90 was received from unclaimed dividends. The total amount set aside for redemption of debt during the year was £2,168,213, from which must be deducted £341,121, the decrease in the value of surplus lands.

This amount of £2,168,213, together with the sums received in repayment of loans to local authorities (£1,020,276) and other smaller receipts, was utilised during the year, with part of the balance in hand at 31st March, 1912, to the following extent, viz : in loans to local authorities and under the Small Dwellings Acquisition Act £423,752; in advances to the Council's capital accounts £2,017,713; in the purchase of stock for cancellation £839,888, and in repayment of mortgage loans £98,096. The balance in hand on the Consolidated Loans Fund Redemption Account on 31st March, 1913, was £348,571, as compared with £533,567 at 31st March, 1912. A large proportion of the loans advanced to local authorities represents investments of the sinking fund, pending its final application to the redemption of debt.

Capital
expenditure
of the
Council.

The Council's net expenditure on capital account during the year 1912-13 amounted to £1,531,534. The total capital expenditure by the Council (including expenses of issue of stock and loans transferred to the Council under the Local Government Act, 1888, £695,353) from March, 1889, to 31st March, 1913, amounted to £50,290,335. The division between the various services is shown in Appendix IV.

Accounts.

The accounts of the Council are made up to the end of the local financial year (31st March), and the form of financial statement is prescribed by the Local Government Board.

Up to 1st April, 1909, the accounts of the Council had been kept mainly on the basis of receipts and payments, that is to say, of recording only the actual cash transactions taking place within the financial year, the principal exceptions to this general rule being the accounts of the revenue-producing undertakings and the accounts of the Works Department and of certain stores depots. The report of the Departmental Committee appointed by the President of the Local Government Board to inquire into the systems on which the accounts of local authorities were kept, reported in July, 1907, and one of the recommendations was that accounts should be kept on the system of income and expenditure. The Council thereupon decided, on 21st July, 1908, to adopt such basis for the whole of its accounts and to prepare the annual estimates on the same basis. The accounts of the Council have, with the approval of the Local Government Board, been kept upon the new system as from 1st April, 1909:

Section 68 (7) of the Act of 1888 requires that the accounts of a county

council shall be kept in such a way as will prevent the whole county from being charged with expenditure properly payable only by a portion of the county. The City of London is exempt from contributing towards certain expenditure incurred by the Council, and in respect of such expenditure a "Special County Account" is kept. For expenditure to which the whole of the administrative county is liable to contribute the "General County Account" is kept.

In pursuance of various statutory requirements, or for other obvious reasons, separate accounts are kept for various parts of the Council's administration. There is the "Exchequer Contribution Account," required to be kept by the Act of 1888, to which are carried the sums received by the Council from the national exchequer in respect of local taxation licences, estate duty, and beer and spirit duties. Certain grants to local authorities and others are by statute charged on this account, and the balance, if any, is carried to the General County Account in relief of the general county rate. The proceeds of the beer and spirit duties were by the Education (London) Act, 1903, allocated to the purposes of higher education, and are carried from the Exchequer Contribution Account to the Higher Education Account.

A separate account is kept recording all receipts and expenditure in connection with the service of education, and distinguishing between elementary and higher education, as required by the Education Acts. The expenditure on education is not wholly incurred under the direction of the Education Committee; some of the work connected with the service of education, *e.g.*, the financial, parliamentary, stores and establishment work is placed under the various committees, who undertake similar duties in connection with the other services of the Council. All expenditure incurred in connection with the education service is, however, charged to the education account, any general expenses being apportioned where necessary.

A separate account is kept for each of the revenue producing undertakings of the Council:—the tramways, working-class dwellings, small holdings and allotments and boating in parks. These accounts show the financial position of each undertaking and the results of working in each case.

There is also a separate account of the "Consolidated Loans Fund" or debt account, to which reference has already been made.

The Council publishes annually* an abstract of its accounts, after the completion of the audit by the Government Auditor. This volume, which gives the whole of the financial transactions of the Council in considerable detail, cannot be published until the audit has been completed, and is not issued until many months after the close of the financial year to which it relates.

With regard to the tramways and working-class dwellings, separate accounts are prepared (subject to audit) for the approval of the Council in advance of the annual volume of accounts. Short abstracts are also presented to the Council of the accounts of the smaller revenue producing undertakings and other special accounts.

* *Accounts in Abstract.* Issued annually. Price 1s.

Accounts. The total expenditure of the Council under every head of service on both income and capital accounts during the year 1912-13 was £14,696,558, as compared with £13,970,025 during 1911-12. This amount includes loans to other authorities, but excludes transfers between accounts and repayment of London County Bills and temporary loans. The corresponding figure for the first year (1889-90) the Council was in office was £3,303,923.

Audit. The Council's accounts are audited by the district auditor appointed by the Local Government Board, in pursuance of section 71 of the Local Government Act, 1888. The auditor presents an annual report upon the audit, which is submitted by the Finance Committee to the Council. The cost of the audit is met by a stamp duty payable on the completion of each year's audit, at the rate of £15 for every £50,000 of expenditure. The amount of stamp duty paid for 1912-13 was £3,720.

Apart from the audit of the Council's accounts by the Government auditor, there is a system of departmental audit by the comptroller of the accounts of all moneys received by various departments, *e.g.*, tramway traffic and other receipts, fees, and miscellaneous items of revenue from the education service.

Certain committees are empowered to carry out works by the direct employment of labour, the accounts of the cost of these works being kept by the departments concerned. Under the rules of the Finance Committee a system of audit by the comptroller is applied to these accounts. A similar course is followed with regard to the accounts of the stores and stores depots. The annual stocktaking at all stores depots is checked concurrently by the comptroller.

The accounts of the Asylums Committee are separately audited and published (the Committee being a separate statutory authority), but the cash and stores accounts are subjected by the comptroller to a test audit, which embraces stock-taking and inventory checking.

Sanction and advance of loans. The Council is the sanctioning authority for loans to the metropolitan borough councils under the Metropolis Management Act, 1855, as amended and extended by other Acts, the borough councils having a right of appeal to the Local Government Board under the London Government Act, 1899, against any refusal to sanction a loan or against any condition attached to the sanction.

Under the annual Money Acts the Council is empowered to lend money to the metropolitan borough councils, boards of guardians and other London authorities, and most of the loans required by these authorities are obtained from the Council. The money for these loans has been provided partly out of the proceeds of stock issues and partly out of moneys in the Consolidated Loans Fund.

Loans to local and other authorities

The balances outstanding on 31st March, 1913, in respect of loans to local and other authorities amounted to £15,239,238 15s. 3d. Of this sum £10,256,879 19s. 4d. was outstanding from metropolitan borough councils; £2,622,296 18s. 8d. from boards of guardians; £2,105,004 15s. 5d. from the Metropolitan Asylum District Managers; and £255,057 1s. 10d. from other authorities. These sums do not represent the total indebtedness of the authorities mentioned, as they also borrow money from other sources.

The sums advanced by the Council in 1912-13 amounted to £436,982 (62 loans), made up as follows:—metropolitan borough councils (48 loans), £314,080; and boards of guardians (9 loans), £51,675; Metropolitan Asylums Board (2 loans), £6,700; and other authorities (3 loans), £4,227. The sum of £422,982 was advanced out of the Consolidated Loans Fund, and £14,000 out of the Superannuation and Provident Fund. Loans to local and other authorities.

The rate of interest charged by the Council upon loans was $3\frac{3}{4}$ per cent. until 3rd December, 1912, when the rate was increased to 4 per cent.

In 1893 the Treasury agreed to the Council's request that loans on the annuity system should be allowed to run for the same periods as loans on the instalment system. On financial grounds, the instalment method of repayment is generally preferable. The loans made by the Council on the instalment system and on the annuity system since the year 1894-5 have been as follows:—

Year.	On Instalment system.				On Annuity system.				Total.	
	No.	Amount.	Percentage of total.		No.	Amount.	Percentage of total.		No.	Amount.
			No.	Amount.			No.	Amount.		
		£				£				£
1894-5 ...	78	1,311,905	63	84	46	244,450	37	16	124	1,556,355
1895-6 ...	67	1,311,589	63	78	39	361,700	37	22	106	1,673,289
1896-7 ...	83	1,470,845	63	76	48	463,981	37	24	131	1,934,826
1897-8 ...	87	1,364,450	68	77	41	411,965	32	23	128	1,776,415
1898-9 ...	68	1,157,595	55	60	56	756,027	45	40	124	1,913,622
1899-1900	72	1,172,525	59	68	51	559,766	41	32	123	1,732,291
1900-1 ...	97	1,625,631	58	64	71	915,823	42	36	168	2,541,454
1901-2 ...	131	2,263,658	65	76	70	711,920	35	24	201	2,975,578
1902-3 ...	126	2,537,256	69	82	57	554,703	31	18	183	3,091,959
1903-4 ...	123	1,688,156	65	78	65	487,840	35	22	188	2,175,996
1904-5 ...	87	1,347,452	58	39	63	2,075,868	42	61	150	2,423,320
1905-6 ...	113	888,834	65	57	60	682,120	35	43	173	1,570,954
1906-7 ...	81	630,354	64	61	45	406,119	36	39	126	1,036,473
1907-8 ...	42	240,797	70	57	18	178,285	30	43	60	419,082
1908-9 ...	53	327,858	80	72	13	124,391	20	28	66	452,249
1909-10...	37	215,347	60	63	25	124,442	40	37	62	339,789
1910-11...	34	219,130	61	58	22	156,225	39	42	56	375,355
1911-12...	45	198,211	70	61	19	124,631	30	39	64	322,842
1912-13...	44	268,863	71	62	18	168,119	29	38	62	436,982

(a) The amount advanced in 1904-5 was unusually large owing to the special loan of £1,415,000 to the St. Marylebone Metropolitan Borough Council, which was repayable on the annuity system.

It devolves upon the Council to form an Equalisation Fund under the London (Equalisation of Rates) Act, 1894, for aiding the equalisation of rates in London, on the basis of levying in each half-year a rate of 3d. in the £ on the assessable value of the county, and apportioning the proceeds to the districts (the City of London and the metropolitan boroughs) in proportion to their population. Equalisation Fund.

Equalisation
fund.

The Council determines in each half-year the contribution due from each parish to the fund and the amount of the grants payable, and proceeds to levy by precept upon those authorities where the contribution exceeds the grant the amount of the excess, and subsequently distributes the total sum received to the remaining authorities where the grant exceeds the contribution. The sums so paid are required by the Act to be applied by the authorities receiving them in defraying expenses incurred under the Public Health (London) Act, 1891, and so far as not required for that purpose, first those in respect of lighting and secondly, those in respect of streets.

The county
rate.

Reference has already been made to the preparation of annual estimates by which the Council determines the amount required to be raised by county contributions. In preparing this estimate the Council is required by the Act (section 74) to estimate the amount which it will require to raise in the first six months and in the second six months of the financial year by means of contributions, and may, at the expiration of the first six months, revise the estimate for the second six months, and alter accordingly the amount of the contribution or rate. The aggregate amount of county contributions expressed in the form of a rate in the pound upon the assessable value of the county is termed the "county rate."

At the beginning of each half-year, therefore, the Council determines the amount required to be raised by the county rate in order to meet the estimated expenditure of the half-year for all purposes for which the rate provides, and precepts are thereupon made upon the Corporation of the City of London, the Inner and Middle Temple, and the several metropolitan borough councils, whose duty it is to levy upon the ratepayers the rate required in order to meet the precept. The precept upon the City of London and upon the Temples is for the sum required to meet general county purposes only; the precept upon the metropolitan borough councils includes also the sum required for special county purposes.

The county rate levied during the year 1912-13 was 3s. 2.25d. in the £ on parishes outside the City of London and 2s. 11.9d. on the City, including in each case 1s. 9.25d. in respect of education. The rates levied by the Council and the School Board for London, as well as the average total rates made, since 1889-90 are as follows:—

Year.	For purposes other than Education.			For purposes of Education. (a)	Total.	
	General County Rate for all parishes, including the City of London.	Special County Rate levied only outside the City of London.	Total Rate for parishes outside the City of London.	Rate levied over the whole County.	For City of London.	For parishes outside the City of London.
	d.	d.	d.	d.	d.	d.
1889-90 ...	10.63	1.90	12.53	8.90	19.53	21.43.
1890-1 ...	11.125	2.125	13.25	10.70	21.825	23.95.
1891-2 ...	9.50	2.25	11.75	11.01	20.51	22.76.
1892-3 ...	10.10	2.40	12.50	10.45	20.55	22.95.
1893-4 ...	10.70	2.30	13.00	10.20	20.90	23.20

Year.	For purposes other than Education.			For purposes of Education. (a)	Total.		The county rate
	General County Rate for all parishes, including the City of London.	Special County Rate levied only outside the City of London.	Total Rate for parishes outside the City of London.	Rate levied over the whole County.	For City of London.	For parishes outside the City of London.	
1894-5 ...	11.65	2.35	14.00	10.45	22.10	24.45	
1895-6 ...	12.60	2.40	15.00	11.50	24.10	26.50	
1896-7 ...	12.70	2.30	15.00	12.34	25.04	27.34	
1897-8 ...	11.75	2.25	14.00	12.36	24.11	26.36	
1898-9 ...	11.60	2.40	14.00	12.37	23.97	26.37	
1899-1900	11.50	2.00	13.50	13.37	24.87	26.87	
1900-1 ...	12.25	2.25	14.50	13.98	26.23	28.48	
1901-2 ...	12.375	2.625	15.00	14.51	26.885	29.51	
1902-3 ...	12.875	2.625	15.50	14.66	27.535	30.16	
1903-4 ...	14.125	2.625	16.75	15.18	29.305	31.93	
1904-5 ...	14.50	3.25	17.75	16.00	30.50	33.75	
1905-6 ...	14.00	3.00	17.00	18.00	32.00	35.00	
1906-7 ...	14.25	2.75	17.00	19.00	33.25	36.00	
1907-8 ...	14.00	3.00	17.00	18.00	32.00	35.00	
1908-9 ...	14.50	2.50	17.00	19.00	33.50	36.00	
1909-10 ...	14.50	2.50	17.00	19.75	34.25	36.75	
1910-11 ...	14.75	2.25	17.00	20.25	35.0	37.25	
1911-12 ...	14.75	2.25	17.00	21.25	36.0	38.25	
1912-13 ..	14.65	2.35	17.00	21.25	35.9	38.25	

(a) Rates levied by the School Board for London from 1889-90 to 1903-4; partly by the School Board and partly by the Council in the year 1904-5; and subsequently by the Council.

A penny rate over the whole Administrative County produced in 1912-13 about £186,000, and over the County, excluding the City, about £162,000. In 1889-90 a penny rate produced £131,611. A total of £7,082,949 was raised by rates made by the Council in the year 1912-13. Of this sum £6,700,227 (of which £3,966,012 was in respect of education) was the produce of the general county rate and £382,720 the produce of the special county rate*.

The unsatisfactory position of London in the matter of contributions received by it from the Imperial Exchequer has engaged the attention of the Council for many years, and action has from time to time been taken with a view to obtaining an increase in the total Imperial subvention to local taxation, and a revision of the existing system of exchequer contributions as recommended by the Royal Commission on Local Taxation.

Exchequer contributions are received by the Council and other county authorities mainly under the system established by the Local Government Act, 1888, as modified by later Acts. The system is complicated, and under it London suffers various grievances. Moreover, new charges placed upon the local taxation account since the establishment of the system and the increase in the statutory grants to the police and the local authorities have had the effect of decreasing very seriously the residue of Exchequer contributions available for relief of the county rate.

* For further information on the Council's finances, see *Financial Abstract of Receipts and Expenditure*, issued annually. Price 1s.

Exchequer
contribu-
tions.

The following statement shows how the amounts which have been available for transfer to the general county account in relief of the county rate have progressively diminished :—

	£	s.	d.		£	s.	d.
1889-90 ...	203,547	1	2	1901-02 ...	127,509	—	3
1890-91 ...	379,282	—	10	1902-03 ...	92,371	1	4
1891-92 ...	459,854	16	1	1903-04 ...	64,374	5	—
1892-93 ...	339,411	3	—	1904-05 ...	50,448	16	11
1893-94 ...	288,826	16	6	1905-06 ...	53,333	1	2
1894-95 ...	213,460	10	6	1906-07 ...	86,246	1	2
1895-96 ...	261,487	7	10	1907-08 ...	30,455	13	3
1896-97 ...	172,696	16	7	1908-09 ...	1,400	9	11
1897-98 ...	196,420	8	9	1909-10 ...	20,312	11	4
1898-99 ...	190,681	1	5	1910-11 ...	*32,278	17	3
1899-1900 ...	255,992	2	6	1911-12 ...	*24,046	2	1
1900-01 ...	162,374	18	11	1912-13 ...	*39,260	14	2

* Deficiency.

Metropo-
litan
Police
expenditure.

As indicated in Chapter I., the Council has no control over the London police. The expenditure upon the police is, however, an important one from the point of view of the London ratepayer, who has to find a large proportion of the sum required, and the Council has within recent years given much attention to this matter.

The net cost of the police is met by (i.) the proceeds of a 5d. rate levied over the metropolitan police district; (ii.) contributions equal to a 4d. rate deducted out of the Exchequer contributions payable to the councils of the counties comprised wholly or partly in the police district; (iii.) a sum of £150,000 for police pensions, granted out of the yearly produce of the beer and spirit duties; and (iv.) a grant out of the Consolidated Fund towards the salaries of the Commissioner, the Receiver and two assistant commissioners. Except for the two last-mentioned grants, the expenditure of the police was limited until 1912 by the Police Rate Act of 1868 to the amount of the produce of a rate of 9d. in the £, and this had been sufficient to meet the ordinary expenditure charged on the police fund and had provided, during recent years, a surplus to meet the growing demands of the pension fund. The Police Act, 1890, however, provides that where the rate which can be levied for the police fund is limited, an addition to that rate may be levied, with the sanction of the Home Secretary, for the purpose of raising the sum required to meet a deficiency in the pension fund.

A proposal of the Receiver of the Metropolitan Police District in 1909 to levy an additional police rate to meet a large deficit in the Metropolitan Police Pension Fund was important, therefore, not only from the ratepayers' point of view but on account of its bearing on the finances of the Council and the Exchequer contributions. The Council on 29th June, 1909, appointed a deputation to wait upon the Secretary of State with regard to the whole matter. The following considerations were urged: (a) that an equitable sum should be paid in respect of services rendered by the police for Imperial and national purposes; (b) that inquiry should be made whether Government departments, companies and private individuals paid sufficient in respect of the pensions of the

police they employ; and (c) that in view of the depletion of the exchequer contribution account by reason of the growth of the statutory charges for the police and other purposes, there was urgent need of an additional grant in aid of police expenditure and for a readjustment of the financial relations between the Imperial Exchequer and the local authorities. Other matters referred to by the deputation were the deficit on the working of the public carriage department, the decline in police court fees, and the method of charging expenditure in respect of police stations, offices and police court buildings.

The Police Act, 1909, was subsequently passed, which provides for an additional annual contribution by Parliament in respect of services rendered by the police for Imperial and National purposes, the amount of such contribution to be determined by the Secretary of State, with the approval of the Treasury. It also provides, in effect, that the amount which the metropolitan police are to receive from the local taxation account shall be fixed at a sum equal to 4d. in the £, thus throwing the burden of the additional sum required for the purposes of the police pension fund and other liabilities (such as the police weekly rest-day) wholly on the police rate and not partly on the county rate.

The amount of the annual contribution above mentioned was subsequently fixed at £100,000, or £67,610 more than the sum voted by Parliament for the year 1909-10, the increase being equivalent to a rate of about $\frac{1}{3}$ d. in the £ on the assessable value of the metropolitan police district.

In December, 1911, the Metropolitan Police Bill was introduced into Parliament and sought to increase the maximum rate fixed by the Act of 1868 from 9d. to 11d. in the £. The additional charges which had to be met were largely due to the grant to the force of a weekly rest-day and of increased pay. The Bill was, however, rejected by the House of Lords. The Bill was re-introduced in the session of 1912. The Council on 5th March, 1912, while approving the proposed increased pay and weekly rest-day for the police, decided to seek amendments to provide that (i.) pending the inquiry into police finance and administration which the Home Secretary had promised to make, the Bill should be limited in scope to that of a temporary measure applying only to the proved requirements of the year 1912-13, and (2) pending the readjustment of the financial relations between the Imperial Exchequer and the local authorities, any additional taxation required for metropolitan police purposes should be borne in equitable proportions by the Imperial Exchequer and local funds. The Government agreed to insert provisos (a) that before any increase was made in the rate a minute should be laid before the House of Commons stating the reason and that, if within 20 days an address were presented to His Majesty by the House against the increase, the increase should not be made; and (b) that no increase in the rate beyond 10d. in the £ should take place except in pursuance of a resolution of the House of Commons or, alternatively, that any minute should be laid before both Houses of Parliament. With these amendments, the Bill passed.

Metro-
politan
Police
expenditure.

Metro-
politan
Police
expenditure.

It may be pointed out that the amounts intercepted from the exchequer contribution account for the metropolitan police have increased more rapidly than the produce of assigned revenues. The contribution under the Police Act, 1909, cannot therefore be regarded as a settlement of the general question of the cost of the metropolitan police and of Exchequer contributions, so far as they are affected by police charges, and the Council is continuing its consideration of the matter in connection with the larger question of the financial relations between London and the Imperial Exchequer.

Finance
(1909-10) Act
1910.

The new and additional taxation and the alterations in the relations between local and Imperial finance proposed in the Finance Bill, 1909, had very important bearings on the finances of the Council. On 22nd June, 1909, the Council passed resolutions protesting against the Bill (i.) because the Bill increased and intensified the admitted grievances of ratepayers, (ii.) because the growth of certain items of the revenue of local authorities was thereby arrested and appropriated by the Exchequer, (iii.) because duties were thereby imposed which would tend to depreciate the value of rateable property and also the value of properties owned by rating authorities, (iv.) because it imposed for the purposes of the Imperial Exchequer new and special taxation on land and buildings which were the main sources of local revenue, (v.) because it did not provide for any additional subvention to local authorities from Imperial funds in aid of the heavy liabilities and expenditure to which local authorities had become subject in carrying out services of an Imperial character imposed on them by recent legislation, (vi.) because it added to the special grievances of London in matters of local and Imperial taxation. The Council also decided to seek a number of amendments in the Bill, and on 15th July, 1909, a deputation waited on the Chancellor of the Exchequer and placed before him the objections of the Council to the Bill. The Bill did not pass in the session of 1909, but in the House of Lords was re-introduced in the session of 1910 in the form in which it had passed the House of Commons in the previous session, and passed into law without further amendments, except a few of a minor character.

In introducing the Budget for 1910-11 the Chancellor of the Exchequer intimated that it was the intention to stereotype the amount payable to local authorities in respect of the proceeds of the beer and spirit duties at the amounts which local authorities actually received for higher education purposes in the year 1908-9. This, however, was to be done in part by "provisionally impounding" the moiety of the estimated yield of the new land taxes which had already been allocated to the local authorities, and in the Finance Bill introduced to give effect to the Budget proposals, the operation of section 91 of the Finance (1909-10) Act, 1910, allocating a moiety of the proceeds of the land value duties to local authorities was suspended during the year 1910-11. The Government failed to enact, in the session of 1910, the provisions to give effect to the above intention, but the matter was dealt with in the Revenue Act, 1911. By this Act it is provided that section 91, above referred to, shall be suspended in its operation until Parliament shall otherwise determine, but not beyond 31st March, 1914.

In April, 1911, the Chancellor of the Exchequer appointed a Departmental Committee, known as the Imperial and Local Taxation Committee, "to inquire into the changes which have taken place in the relations between Imperial and local taxation since the Report of the Royal Commission on Local Taxation in 1901, to examine the several proposals made in the Reports of that Commission, and to make recommendations on the subject for the consideration of His Majesty's Government, with a view to the introduction of legislation at an early date." The Departmental Committee asked the Council whether it had any suggestions to make, limited to the methods of distributing Imperial aids to local authorities towards onerous or national services, and on 11th July, 1911, the Council passed certain resolutions on the subject.

Local and
Imperial
Taxation
Committee.

The resolutions were communicated to the Departmental Committee, together with a memorandum, prepared by the comptroller in conjunction with the assistant statistical officer, in accordance with the principles contained in the resolution. Subsequently, in March, 1912, oral evidence, in support of, and in amplification of, the documentary evidence submitted, was given before the Departmental Committee by the comptroller and the assistant statistical officer. The Departmental Committee had not concluded their enquiry by the end of March, 1913.

The practice of assessment in London, which in many respects is considerably in advance of that in the provinces, is governed by the Valuation (Metropolis) Act, 1869, the chief feature of which is that a complete re-valuation of all rateable property is made every five years. The object of the valuation is to ascertain the annual value of property, which is the measure of rateability. The Council is not a statutory valuation authority, but by virtue of various sections of the Local Government Act, 1888, the clerk of the Council has certain duties to perform, they are:— (a) to supply each year to the rating authorities the totals of the valuation lists within the County; and (b) to notify every alteration in totals, made as the result of appeals, to each rating authority concerned in the alteration.

Assessment
of property
for rating.

Although without statutory powers such as those possessed by other county councils, the Council has been able to foster uniformity in assessment practice in several ways. As a ratepayer in nearly all of the London parishes, it has access to the valuation lists, and it is its practice to have the quinquennial, supplemental and provisional lists examined, and to draw attention to cases of apparent under-assessment or over-assessment. A great advance has been made towards securing uniformity in the assessment of properties in London as the result of the conferences of assessment authorities which are convened by the Council periodically. Questions of difficulty are noted from time to time for consideration at these conferences. Conferences were held in 1889, 1894, 1899, 1904, and 1909.*

* Valuation and Assessment Conference, 1909—Resolutions together with the reports of the statistical officer (No. 1233), price 1s. Resolutions only (No. 1232), price 2d.

Assessment
of property
for rating.

The following table shows the growth which has taken place in the rateable value of London since 1871 :—

1871	..	£19,963,285	1901	..	£39,643,618
1876	..	23,240,070	1906	..	43,324,297
1881	..	27,629,241	1911	..	44,554,655
1886	..	30,716,719	1912	..	44,780,026
1891	..	33,004,612	1913	..	45,022,249
1896	..	35,793,672			

Of the increase between 1871 and 1911, about 16 millions is estimated to be due to new buildings and about 8½ millions to the quinquennial re-valuations. At the last quinquennial valuation there was a decrease due to re-valuation of over £500,000, and the causes which have led to the retardation of growth in rateable value have been investigated and the results published.*

Reform in
valuation
law.

The reform of the valuation system, both in London and the country, has been acknowledged by successive Governments to be long overdue. The Royal Commission on Local Taxation which was appointed in 1896 and which issued its report in 1901, recommended considerable alterations in the law, and the Council on 25th February and 4th March, 1902, approved a scheme for London, based, to a great extent, on the recommendations of the Committee. The scheme provided for one valuation authority for the whole of London being appointed by the Council ; for the appointment jointly by the valuation authority and the metropolitan borough councils and the City Corporation, of district committees who would prepare the valuation lists ; for county and borough assessors being appointed to prepare the lists and to act as advisers to the central and local authorities, and for the appointment of an independent assessor of railways.

These suggestions were placed before the Local Government Board for consideration in connection with the proposed amendment of the valuation law. The Government introduced in the session of 1904 a valuation bill, which gave effect to some of the Council's proposals. The Council approved the main principles of the measure, which did not, however, reach second reading. No further Bill has been introduced. The matter may, however, be dealt with in the report of the Imperial and Local Taxation Committee already referred to.

Special
rates.

In addition to the general rates, there is a considerable number of special rates in London, levied in particular parishes or parts of parishes. Garden and estate rates for the purpose of the upkeep of squares, etc., are levied on the occupiers of the houses surrounding many of the squares in the central parts of London. In most cases these rates are levied by the borough councils as an additional item of the general rate. The Conservators of Wimbledon and Putney Commons levy a commons rate on dwelling houses within a certain distance of the commons.

There are also compulsory church rates levied by the churchwardens in seven parishes in the County, outside the City. The Council, as

* Arrest in growth of rateable value of London ; report by assistant statistical officer. (No. 1587). Price 6d.

occupiers of premises, pays these rates in six of the parishes, and, in view of the high cost of, and the leakages in, collection, it has considered what action could be taken in the matter. Certain church rates have from time to time been commuted (*e.g.*, in Bethnal Green, Poplar, St. Marylebone and Westminster), and the Council on 25th July, 1911, expressed the opinion that all compulsory church rates in London should be commuted, and suggested to the Ecclesiastical Commissioners and the borough councils concerned that arrangements should be made with this object. No such action has yet been taken.

Compulsory church rates are levied in the City of London in a large number of ecclesiastical parishes and range from $\frac{1}{2}$ d. to 1s. 6d. in the £. The Council pays these rates in six of the parishes.

The burden of rates is borne unequally by the various districts in London, the rates differing not only as between metropolitan borough and borough, but, in many cases, as between parish and parish. Thus in 1892-3 the highest rate was in the parish of St. Leonard, Bromley (7s. 5d.), and the lowest in Paddington (5s. 0 $\frac{1}{2}$ d.). Twenty years later, in 1912-13, the divergence was more marked, the rate in Poplar being 11s. 2d., and in the City of London 6s. 5d. This inequality is due mainly to the rates for the expenses of poor law guardians and metropolitan borough councils not being completely centralised. Subsidiary causes are:—(a) lack of uniformity in valuation; (b) leakages in connection with collection of rates; (c) lack of uniformity between the poor law and metropolitan borough areas, and (d) the use of the parish as the unit for rating.

On 24th February, 1893, the House of Commons passed, without a division, the following resolution: "That provision ought to be made for further equalising the rates throughout the metropolis." The Government in the same session brought in the London (Equalisation of Rates) Bill, which the Council on 18th July, 1893, approved generally. The Bill made no progress in 1893 but was re-introduced in the next session and passed into law. The basis of the Equalisation Fund has already been referred to.*

On 18th March, 1902, the Council directed the Local Government Committee to consider the question of further equalisation of the rates of London, and, in particular, the equalisation of the whole of the poor law expenditure and of the sanitary and public health expenditure, and to bring up a draft scheme by which such equalisation might be carried out. On 1st December, 1903, the Council expressed the opinion that the time had arrived when the subject of the further equalisation of the rates of London should again be brought before Parliament. On 10th April, 1906, a scheme for effecting a further equalisation of both poor law and municipal expenditure in London was submitted. This scheme was that a new equalisation fund should be formed and administered by the Council in place of the Equalisation Fund established under the London (Equalisation of Rates) Act, 1894, such new fund to be based on the principle of a proportion (*viz.*, three-fourths) of the average net expendi-

* See pp. 37-8.

Equalisation
of rates.

ture of the metropolitan borough councils on certain specified local services (e.g., public ways, public health, sewerage and drainage) being borne by the fund and charged on the metropolitan boroughs in proportion to assessable value. The expenditure to be charged on the fund was to be determined by the Council in accordance with a scheme to be framed by the Local Government Board.

The scheme was referred back, in order that the views of the Finance Committee might be obtained. As a result, the Council, on 19th February, 1907, directed the Local Government and Finance Committees to prepare a scheme, with a view to effect being given to the principle of an equal rate in the £ throughout London, and, pending the preparation of such a scheme, to submit a scheme for a further equalisation of poor law expenditure. The whole question of the administration of the poor laws was then, however, the subject of inquiry by a Royal Commission, and it was not until 24th October, 1911, that the Council again considered the matter. On that date the following resolutions were passed and communicated to the Local Government Board:—

That, in the opinion of the Council—

(i.) A scheme of complete equalisation with regard to the poor rate is not only eminently desirable, but also ultimately practicable by means of a Central Poor Law Authority for London.

(ii.) With regard to the borough rate, a scheme of further equalisation, though equally desirable, requires more detailed investigation; and that any such scheme should provide for the maintenance of the present system of local government, whereby the Council is the authority with regard to matters concerning the whole of London in common, and the City Corporation and metropolitan borough councils are the local authorities for matters appertaining to their own localities.

(iii.) The equalisation of rates would be greatly facilitated by the redress of London's financial grievances against the Imperial Exchequer.

(iv.) A strong and unanimous appeal should be made by the Council to Parliament with a view to drastic action being taken to remove the anomalies, both legislative and administrative, which confront those who are engaged in dealing with the practical work of London government.

Small
dwellings
acquisition.

Under the Small Dwellings Acquisition Act, 1899, certain local authorities may advance money to the resident occupier of any house (freehold, or leasehold of not fewer than 60 years unexpired) within the area of the authority, for the purpose of enabling him to acquire the house, provided that its value does not exceed £400. No advance may exceed four-fifths of the market value of the house, or £240, or, in the case of a fee simple or leasehold of not fewer than 99 years unexpired, £300. The local authority before making any loan has to be satisfied (a) that the applicant resides, or intends within six months to reside, in the house, and is not already the proprietor of a house acquired by means of an advance under the Act not yet fully repaid with interest, (b) as to the value of the house, (c) as to the title, (d) as to the sanitary condition and state of repair, and (e) that the repayment of the loan is secured by deeds vesting the ownership of the house in the local authority. The Act also specifies the conditions on which a

house when acquired is to be held, and the circumstances in which the local authority may take possession in the event of the violation of those conditions. Every advance must be repaid with interest within such period, not exceeding 30 years from the date of the advance, as may be agreed upon ^{Small dwellings acquisition.}

Under the Act, the local authority for London is primarily the Council, but the Corporation of the City of London or any of the metropolitan borough councils may resolve to adopt the Act, and thereupon takes over the Council's powers, rights and liabilities under the Act, and becomes the local authority within its own area. The Act has been adopted by the City Corporation, and by the Camberwell, Fulham, Hackney, Hammersmith, Hampstead, and Woolwich Metropolitan Borough Councils. In the event of a metropolitan borough council desiring to borrow money for making an advance under the Act, it has to obtain the sanction of the Council to such borrowing. The total amount of loans sanctioned by the Council since the Act came into force to enable metropolitan borough councils to make advances thereunder is £6,275, and relates to the purchase of 34 houses.

The Council on 29th July, 1902, made regulations respecting applications for advances, and fixed a scale of fees to be charged to applicants.

The Council has made advances under the Act, amounting to a total of £4,080, of which £2,398 10s. 11d. was outstanding on 31st March, 1913.*

By Section 69 (1) of the Local Government Act, 1888, the Council is authorised to make advances to any persons or bodies of persons corporate or unincorporate, in aid of the emigration or colonisation of inhabitants of the county, with a guarantee for repayment of such advances from any local authority in the county, or the government of any colony; and also to borrow for the purposes of such advances under its Money Acts. The Council has not up to the present exercised the powers under this section of the Act. ^{Emigration assistance}

The regulations made by the Home Secretary under the Children Act, 1908, also allow contributions being made towards the expenses in emigrating children who are under the age of 14 years and in other exceptional cases. The general practice of the Council is to confine this method of disposal to children who have completed their period of training in an industrial school, and who are able to be placed in employment at once and to maintain themselves. The provision for a contribution towards emigration expenses has not, therefore, been operative, so far as the Council is concerned.

* For particulars of the scheme for acquiring houses erected by the Council, see pp. 132-3.

CHAPTER V.

Education.

Education in
London
before 1889.

It has been truly said* that "the public provision for the education of the people in England is not the product of any theory or plan formulated beforehand by statesmen or philosophers; it has come into existence through a long course of experiments, compromises, traditions, successes, failures and religious controversies. What has been done in this department of public policy is the resultant of many diverse forces and of slow evolution and growth rather than of pure purpose and well defined national aims."

Before the Reformation elementary education had been almost wholly in the hands of the Church, and from that time up to 1832 the only organised efforts for the education of the poor were undertaken at their own cost by religious bodies such as the Society for the Promotion of Christian Knowledge, the British and Foreign Schools Society and the National Society. In that year the Government made a grant of £20,000, subsequently increased in amount and extended in application, to assist the work of the two last named bodies. By 1858 the grant had reached £663,400, and the number of children attending elementary schools was 2½ millions.

In 1870 the first Elementary Education Act was passed. This Act created school boards for the control of elementary education, and in accordance with its provisions the first School Board for London was elected in 1871. The object of the Act, as stated by Mr. W. E. Forster when introducing the bill, was "to complete the voluntary system and to fill up the gaps," not to supplant it. The Act authorised the constitution of school districts, the provision of schools by building or otherwise, and the compulsory purchase of land for the erection of new schools. The control and management of any school could be delegated to a body of managers appointed by the School Board. Fees might be charged, but power was given for their remission in the case of those children whose parents were unable to pay. At the discretion of the school boards by-laws might be made for the enforcement of the attendance of children. All the expenses of a school board were to be paid out of the "school fund," which was to be made up of fees from scholars, a Government grant and a local rate, and the accounts were to be audited by the Local Government Board.

The Act also conferred on school boards the power of establishing, or contributing to the establishment and maintenance of, industrial schools. Such schools, paid for in part by the prison authorities, had already been set up under the control of the Home Office, and were intended primarily for the reception of neglected vagrant, unruly and criminal children. The prison authorities, who in the case of counties were the county justices in quarter sessions, were

* *Encyclopædia Britannica* (tenth edition); vol. xxvii. . 655.

further empowered by an Act of 1872, themselves to undertake the erection and maintenance of industrial schools, and the Surrey Justices accordingly established the Mayford Industrial School. Eighteen years previously, however, the Justices of the County of Middlesex had obtained power, under the Middlesex Industrial Schools Act, 1854, to provide an industrial school, and to appoint a committee of visitors to control and manage it. This was the origin of Feltham Industrial School.

Education in
London
before 1889.

The Elementary Education Act, 1876, made it the duty of the parent of every child to cause such child to receive efficient elementary instruction. It afforded additional means for securing the attendance of children at school, and contained provisions regulating the employment of children of school age. It also provided that in certain circumstances of parental neglect a child might be sent to an industrial school.

Such was the position of education in London when the Council came into existence in 1889. It will be seen that the elementary education of normal children was in the hands of (1) the School Board for London, and (2) the various societies and committees, almost entirely of a religious character, which controlled the voluntary schools. Government grants were received, and fees charged by all these authorities, but the School Board had nearly discontinued the practice of charging fees. The remainder of their funds was raised in the one case by a local rate and in the other by voluntary contributions. Industrial and reformatory schools were maintained and managed (1) by committees of managers under the control and inspection of the Home Office, (2) by the London School Board, (3) by the county justices of Middlesex and Surrey.

The Local
Government
Act, 1888.

The Local Government Act, 1888, transferred to the Council the powers and duties of the county justices of Middlesex and Surrey in this matter in so far as they concerned the portions of those counties which fell within the County of London. The Council took over from them the Feltham and Mayford Industrial Schools, and the Industrial and Reformatory Schools Committee of the Council was charged with the control and management of these schools, which were thus the beginnings of the Council's education service.

The Technical Instruction Act, 1889, empowered county councils to supply or aid the supply of technical or manual instruction, as they might consider expedient, and to raise a rate, which was not to exceed 1d. in the £, for that purpose. Provision was made for the delegation of powers (except the power of raising a rate or of borrowing money) to a committee consisting wholly or partly of members of the county council. Under this Act the Council obtained power to make grants to existing technical institutes, and in return to claim representation on their governing bodies, and to erect new institutes of its own. The Council adopted both these methods, though at first it devoted its efforts mainly to the former. The powers entrusted to it under this Act were exercised through a committee known as the Technical Education Board, which consisted of 20 members of the Council and 15 others appointed by the Council.

Education in
London,
1889-1903.
Powers and
work of the
Council.

The Local Taxation (Customs and Excise) Act, 1890, permitted the

Education in
London,
1889-1903.
Powers and
work of the
Council.

application of a share of the customs and excise duties to the purposes of technical education. The Technical Instruction Act, 1891, empowered the Council to provide scholarships or to pay the fees of students resident in the county at schools or institutions within or without the county. The Council took advantage of this permission and initiated a system of junior, intermediate and senior county scholarships, which made it possible for intelligent boys and girls of poor parents to obtain a good secondary education, followed in some cases by three years at a university.

In 1903 the Council received further powers which, though perhaps not strictly educational, yet concerned the protection of children of school age. These powers were given by the Employment of Children Act, 1903, which prescribed the conditions under which children might be employed, and empowered the Council to make by-laws regulating the employment of children and street trading by persons under 16 years of age, and also to license such street traders. The Council's powers under this Act were originally referred to the Public Control Committee.

Powers and
work of the
School Board
and the
voluntary
schools.

While the educational work of the Council was thus increasing, the School Board and the managers of voluntary schools, who together controlled the elementary education of London, were also receiving from Parliament new powers and duties.

The Elementary Education Act, 1891, commonly known as the "Free Education Act," provided for the payment out of Imperial funds of a fee grant in substitution for, or in diminution of, the fees payable by children attending public elementary schools. This Act also provided for the enforcement by the Education Department of the provision of public school accommodation without payment of fees. The School Attendance Act, 1893, raised from ten to eleven the minimum age at which a child could claim partial or total exemption from school attendance. The amending Act of 1899 further raised the limit from eleven to twelve.

The Elementary Education (Blind and Deaf Children) Act, 1893, imposed upon school authorities the duty of enabling blind and deaf children resident in their district (for whose elementary education provision was not otherwise made) to obtain such education in some school certified by the Board of Education as suitable for providing such education. For this purpose, power was given to establish and maintain certified schools, or to contribute, on terms to be approved by the Board of Education, towards their establishment or enlargement, alteration, and maintenance.

The Voluntary Schools Act, 1897, and the Elementary Education Act of the same year, provided for the payment of additional grants from Imperial funds to the managers of voluntary schools and to necessitous school boards, and for the exemption of voluntary schools from assessment to local rates.

The Elementary Education (Defective and Epileptic Children) Act, 1899, empowered the school authority of each district to make provision for defective children by classes in public elementary schools, certified by the Board of Education as special classes, or by boarding out such children in houses near certified special classes or schools, or by establishing schools for defective children.

The Elementary Education Act, 1900, empowered the School Boards to raise the age of compulsory attendance at a public elementary school to 14 years.

Powers and work of the School Board and the voluntary schools.

With these increasing powers and duties the School Board carried on its work. It initiated and developed many schemes for the improvement of elementary education in London, but of these it is not necessary to speak here. One such effort should, however, be recorded, as it deals with a question which has since been made the subject of legislation giving again new powers to the Council. This relates to the feeding of children. From time to time the Board had before it the question of the underfeeding of children attending school, and in 1900 it appointed a joint committee, composed of members of the Board and of various associations (principally eleemosynary), whose functions were to receive periodical reports of the working of the school sub-committees and the numbers of children fed; to draw attention to any apparent defect or excess in the operations; to assist any schools which were in want of funds by putting them into communication with one of the charitable associations existing for that purpose; and generally to keep the public informed as to the work being done for the relief of the underfed children in London. In April, 1904, the joint committee issued their fourth annual report, which showed that a weekly average number of 23,842 children had received a weekly average of 56,109 meals.

The work of education in voluntary schools was continued, but, in spite of the Act of 1897, the managers were increasingly handicapped by the inadequacy of their funds to meet the growing demands which new methods and the enlarged scope of education made upon them.

The passing of the Education Act, 1902, which was applied to London by the Education (London) Act, 1903, effected a revolution in London education. It abolished the School Board and transferred its powers to the Council, which also received, subject to certain conditions, the responsibility for the maintenance of the voluntary schools. It gave, moreover, to the Council a new general power "to consider the educational needs of London and to take such steps as seemed to it desirable, after consultation with the Board of Education, to supply or aid the supply of education other than elementary and to promote the general co-ordination of all forms of education, and for that purpose to spend such sums as it thought fit." The Council thus became the first public body in London able to deal with education as a whole. Mr. Sidney Webb* thus summarises the general effect of the Act. "Education, as education, becomes a function of the local authority—not the education of the poor alone or the education of craftsmen; not elementary education merely or technical education, or any other grade or kind of education, but just 'education.' The new local authority is thus empowered to provide anything and everything that it deems necessary in the way of education—physical, mental, moral, elementary, secondary, university, manual, literary, artistic, scientific, commercial, technological or professional—without restriction of subject or kind or grade;

The Education Act, 1902, and the Education (London) Act, 1903.

* *London Education*, pp. 2-3.

The Education Act, 1902, and the Education (London) Act, 1903.

without limit of amount or cost ; and without distinction of class or race or creed or sex or age. To the London County Council . . . is given the power and the duty, subject to few conditions and practically no limitations, of equipping London with a complete educational system."

The Act stipulates that every public elementary school provided by the Council within any metropolitan borough, shall have a body of managers. The number of these managers and the manner in which schools (in cases where it is deemed desirable) shall be grouped under one body of managers, is to be determined by the council of each borough, after consultation with the Council, and subject to the approval of the Board of Education. Two-thirds of every such body are to be appointed by the borough council, and one-third by the Council ; but due regard is to be had, in selecting managers, to the inclusion of (a) women, in the proportion of not less than one-third of the whole body of managers, and (b) in the case of the first body of managers also of members chosen from the then existing bodies of managers.

In non-provided or voluntary schools, there must be four foundation managers, together with two others, one representing the Council, and the other representing the council of the metropolitan borough in which the school is situated. If schools be grouped, the number of managers must be proportionately increased.

The local education authority must maintain and keep efficient all public elementary schools, and must also control all the expenditure, except that necessary for repairs to buildings, for which the managers are responsible. The managers must carry out the directions of the Council as to the secular instruction to be given in the school, including any directions with respect to the number and educational qualifications of the teachers to be employed for such instruction, and for the dismissal of any teacher on educational grounds. If the managers fail to carry out any such direction, the Council may itself carry out the direction given to the managers. The Council has power to inspect non-provided schools ; and its consent is required (1) to the appointment of teachers, but that consent is not to be withheld except upon educational grounds ; (2) to the dismissal of teachers, unless the dismissal be on grounds connected with the giving of religious instruction in the school. The managers of a non-provided school must provide the school house free of any charge (except for the teacher's dwelling house, if any) to the Council, for use as a public elementary school ; and must keep the school house in good repair, and make such alterations and improvements in the buildings as may be reasonably required by the Council ; but such damage as the Council considers to be due to fair wear and tear must be made good by it.

The Act further stipulates that the managers of a public elementary school not provided by the Council shall have control of the religious instruction, which, as regards its character, must be in accordance with the provisions (if any) of its trust deed. Should school fees be continued in any non-provided school, the Council is required to pay such proportion of those fees as may be agreed upon to the managers. The charging of fees, however, in any public elementary school has been

abolished by the Council. The Government grant, including a fee grant, is continued by the Act, and a new grant, called the Aid Grant, is also to be paid.

Before the Education (London) Act, 1903, came into force, the Council had exercised its powers affecting education through three different committees, industrial schools being referred to the Industrial and Reformatory Schools Committee and technical education to the Technical Education Board, while the administration of the Employment of Children Act was entrusted to the Public Control Committee. After the passing of the Act all these powers, together with the new educational powers entrusted to the Council, were referred to the Education Committee which the Council appointed in accordance with the provisions of the Act.

The Education Committee of the Council.

The Act provided that this Committee should include women and persons of experience in education, and that a majority of its members should be members of the Council. The Council accordingly prepared a scheme providing for the appointment of a Committee of forty-three persons, including (a) the chairman, vice-chairman, and deputy-chairman for the time being of the Council, (b) thirty-five persons who should be members for the time being of the Council, and (c) five women selected by the Council. Persons of experience in education, and persons acquainted with the needs of the various kinds of schools in the County, were always to be included in the Committee. In addition to these forty-three members, it was provided that the Council might appoint as members of the first Committee (which was to continue in office until March, 1906) members of the London School Board not exceeding five in number. The scheme was approved by the Board of Education, and on 22nd March, 1904, the Council appointed its first Education Committee. The Council was empowered by the Act to delegate to the Committee, with or without any restriction or conditions, any of its powers under the Act, except the power of raising a rate or borrowing money. The Council, however, did not at once act upon this provision.

Both the scheme for the constitution of the Committee and their order of reference have since been modified. The scheme which is now in force, and came into operation on 6th April, 1908, provides that the Committee shall consist of fifty members, and shall include (i.) the chairman, vice-chairman and deputy-chairman for the time being of the Council; (ii.) thirty-five persons, who shall be members for the time being of the Council; and (iii.) twelve other persons, being persons of experience in education and acquainted with the needs of the various kinds of schools in the County of London, selected by the Council, of whom not fewer than five are to be women. Persons having these qualifications must always be included in the Committee.

On 13th November, 1906, the order of reference to the Education Committee was amended. Under the new reference the Council retained control of financial matters and of matters of important principle, such as the building of new schools for elementary, secondary or technical education, the question of undertaking the maintenance of non-provided

The Education Committee of the Council.

schools, the settlement of curricula, the number and value of scholarships, the appointment of certain officers, and the making of by-laws, but delegated to the Education Committee the exercise of other educational powers, amongst them the undermentioned:—the exercise of the Council's powers so far as they relate to administration in connection with the staffing, curricula and management of schools, colleges and educational institutions; the conduct of matters arising between the Council and the Board of Education in connection with ordinary current administration, and between the Council and the governors or managers of institutions aided by the Council; the award of scholarships, other than senior county scholarships, the appointment and control of teachers, and the giving or withholding of consent to the appointment or dismissal of teachers in non-provided schools; the enforcement of all by-laws relating to educational work; and powers to incur expenditure or accept tenders within capital and maintenance votes, not exceeding £500 in any case. Further, the Education Committee were authorised to delegate power of expenditure, not exceeding £50, to sub-committees. Provision was also made for the meetings of the Committee to be open to the press and public, except when the Committee resolved that it was desirable, in the interests of the service, that any subject should be discussed in private.

The Education Committee of the Council have appointed nine sub-committees to consider and report to the Committee on particular branches of the education service. They are as follows:—General Purposes, Accommodation and Attendance, Books and Apparatus, Buildings, Children's Care (Central), Elementary Education, Higher Education, Special Schools and Teaching Staff. Each of these Sub-Committees has to prepare each year an estimate of the expenditure which will be necessary, and is authorised to incur expenditure not exceeding £50 at any one time for any purpose within its order of reference.

Subsequent powers conferred upon the Council.

Since 1903 further legislation has increased the powers and duties of the Council in matters affecting education. The Prevention of Cruelty to Children Act, 1904, repealed certain sections of the Employment of Children Act, 1903. The provisions of the Act of 1904 deal with punishment for cruelty to children, restrictions on the employment of children, the granting to children over ten years of age of licences to take part in public performances, and the detention of children, against whom an act of cruelty has been committed, in places of safety until brought before a Court of Summary Jurisdiction. The parent may be made to contribute to the maintenance of the child, up to the limit of £1 a week, instead of the limit fixed by the Industrial Schools Act (5s. a week).

The Education (Provision of Meals) Act, 1906, provides that the Council may aid school canteen committees by furnishing such land, buildings, furniture, apparatus, and staff, as may be necessary for the organisation, preparation, and service of meals for children attending public elementary schools, and may, with the approval of the Board of Education, defray the cost of meals in certain cases, provided that the total amount expended in any year on the provision of food shall not exceed the product of a halfpenny rate. The Council at first arranged

for necessitous children to be fed by means of voluntary funds, the cost of preparation and service alone being charged to the rates. In December, 1908, however, owing to the falling off in voluntary contributions, the Council decided to take advantage of Section 3 of the Act by supplementing voluntary funds out of the county rate.*

The London County Council (General Powers) Act, 1906, enables the Council to utilise for higher or other educational purposes land and buildings acquired for the purposes of elementary education.

The Education (Administrative Provisions) Act, 1907, gives power to the Council:—(1) to acquire compulsorily land for the purposes of higher education; (2) to sell or exchange land acquired for educational purposes, and to appropriate land so acquired to other purposes or *vice versa*; (3) to undertake the medical inspection and treatment of children attending public elementary schools; (4) to admit students resident outside the county to any institutions connected with higher education; (5) to provide vacation schools, vacation classes, play centres or the means of recreation, during holidays, in suitable places for children attending public elementary schools. The powers and duties arising under this Act in regard to medical inspection and treatment are very important. Section 13 (2) provides that the powers and duties of a local education authority under Part III. of the Education Act, 1902, shall include the “duty to provide for the medical inspection of children immediately before or at the time of or as soon as possible after their admission to a public elementary school, and on such other occasions as the Board of Education direct, and the power to make such arrangements as may be sanctioned by the Board of Education for attending to the health and physical condition of the children educated in public elementary schools.”

The most recent Act of importance which has been passed affecting the Council's educational work is the Children Act, 1908. This Act empowers the Council to prosecute for cruelty or neglect the parent or guardian of any child for whom he has failed either to provide adequate food, clothing, medical aid or lodging, or if unable to supply these, to take steps to obtain them from the Poor Law authorities. If the parent is found to be of criminal or drunken habits the child may be committed to an industrial school.

The Council now spends annually about six millions sterling on education—about £5,000,000 on elementary education and £1,000,000 on higher education. The receipts from Government grants amount to less than £2,000,000, and an education rate of 1s. 11d. in the pound has to be levied. The Council bears over 70 per cent. of the cost of elementary education, and 60 per cent. of the cost of higher education. The Council has on more than one occasion urged upon H.M. Government London's special claims for increased grants towards the cost of education.

The administrative staff in the Council's education service consists of about 1,200 officers, including 117 inspectors and organisers. For purposes of higher education, London is divided into four divisions, and a divisional inspector is attached to each division. For other purposes of

* See pp. 113-5.

General facts.

educational administration the county electoral divisions are grouped into 12 districts, and a district inspector, with either a full or part-time assistant inspector, is attached to each. With the district inspector is associated a divisional correspondent, who is mainly concerned with the meetings of school managers and local associations of care committees, and a divisional superintendent, who deals with the questions of school attendance, the employment of children, and the assessment of charges for meals and medical treatment.

Religious instruction.

In the actual management of the elementary schools there is, under the Education Acts of 1902 and 1903, a distinction between schools provided by the Council and those not so provided. The schools which were formerly known as voluntary schools are now known as "non-provided" schools, since the buildings are provided by persons other than the Council.

In non-provided schools religious instruction may be, and usually is, of a denominational character. In the schools provided by the Council the Bible is read, and such explanations and such instruction therefrom in the principles of the Christian religion and of morality are given as are suited to the capacities of children. In such explanations and instruction, however, the provisions of the Elementary Education Act, 1870, in sections vii. (relating to the conscience clause) and xiv. (relating to undenominational instruction) are strictly observed, both in letter and spirit, and no attempt is made in any such schools to attach children to any particular denomination.

Equality of treatment.

Although, under the Education Acts, a distinction is made between provided and non-provided schools, the Council has determined that, so far as educational administration is concerned, and subject to statutory disabilities, no distinction shall be made between them. This principle of equality of treatment for all public elementary schools in the county has been definitely laid down and embodied in the Council's standing orders. In conformity with this principle, the status and efficiency of the teachers in both types of schools have as far as possible been standardised; the same scale of salaries is in force, thereby attracting the same class of candidates to fill vacancies; the same regulations as to service apply; and, although the teachers in non-provided schools are appointed by the managers thereof, subject to the consent of the Council, their salaries are paid out of the county rate in the same way as those of teachers in the Council's schools. The children in non-provided schools also are eligible for educational advancement just as are the children in the Council's elementary schools.

Non-provided school buildings.

The same principle has been followed by the Council in regard to school buildings. As soon as the control of elementary education within the county devolved upon the Council, a survey of all non-provided schools in London was put in hand, and by the end of May, 1905, the Education Committee had reported in detail as to the conditions of and accommodation provided by each of the 438 non-provided schools then in existence. It was found that teaching was being carried on in a large number of cases under most unsatisfactory conditions, but although about 25 per cent. of the buildings were unhesitatingly declared unsuitable, the inspectors were very much impressed by the quality of the work done

in them. The accommodation did not provide for sufficient grading and sub-division into separate class rooms without undue extravagance in the matter of staff, so that in many cases more than one standard was under the supervision of one teacher. The teaching staff also, from an educational point of view, needed distinct improvement. The supply of certificated teachers was deficient, and there was a large preponderance of teachers designated as "supplementary and uncertificated." With a view to bringing non-provided schools up to the standard of efficiency of the Council's schools, certain principles were laid down with regard to the fixation of staff. In the main, these were based on the accommodation provided. For one reason or another, however, it was decided that 108 schools provided unsuitable accommodation, and some 60 were subsequently closed. This closing of schools, with the reduction in accommodation arising from the application of the Council's standard, resulted in a loss of some 68,824 places, and to meet this loss it became necessary to fill up existing schools, to enlarge buildings where possible, and also to buy land and build additional schools thereon. Much has since been done in the way of remodelling old buildings, providing additional accommodation in existing buildings by partitioning large classrooms, adding playground space, and rendering buildings more secure from danger from fire. The total alterations in the accommodation of non-provided schools effected since the survey are shown in Appendix V.

In London there are 583 provided or Council schools with accommodation for 593,024 children, and an average attendance of 510,796; and 364 non-provided schools, with accommodation for 156,883, and an average attendance of 133,950. In addition there are a few elementary schools which are not in receipt of Government grants, and are outside the municipal administration. In a city so large as London there are naturally considerable divergences between the special requirements of the different districts, and accordingly the schools are not of a uniform type.

The age of compulsory attendance at an ordinary elementary school in London is from 5 to 14. Children under 5, but over 3, may be admitted; children who are over 14 are allowed to stay on at school only until the close of the educational year in which they attain the age of 15. During the year ended 31st March, 1912, the average attendance was 89.2 per cent. of the average number on the books. The 10.8 per cent. absent included children absent through illness or other unavoidable causes.

The attendance of children at school is enforced by the aid of personal visits paid to the homes of the children by 348 attendance officers. These officers work in close co-operation with the Council's teachers, and obtain from them, week by week, slips on which the attendances of each child are recorded. Whenever a child's record shows less than the full number of ten weekly attendances the case is investigated. All doubtful cases are at once visited, and the visits usually produce the desired effect of securing regular attendance. Difficult cases are, however, brought before the local attendance committees, and, if necessary,

Non-provided
school
buildings.

Accommoda-
tion and
attendance.

Accommodation and attendance.

dealt with by prosecution before a magistrate, who is authorised to impose a fine not exceeding 20s.

On first attending school a child is enrolled in the infants' department, and is usually drafted at about the age of 7 to the senior department. Senior departments are, as a rule, organised for boys or girls, but there are a certain number of mixed departments. As a rule, a department of a school does not accommodate more than 350 children, but there are some important exceptions. Non-provided schools are generally smaller than Council schools.

The Council has recently introduced a reform of far-reaching importance with regard to the size of classes in London elementary schools. At present it is laid down under Article 14 of the Code of the Board of Education, that no class may have more than 60 on the roll. On 5th March, 1912, the Council decided to enter into an arrangement with the Board of Education, under which the size of all classes in existing schools should, during the next 15 years, be reduced to the figure already adopted by the Council for all new schools, viz., 40 in the case of senior departments and 48 in the case of infants' departments. This important change will be introduced district by district until it has been applied to the whole County. It may be pointed out that the average number of children to each class teacher throughout the service has been steadily decreasing of late years, and is now 42.0 for Council schools and 37.6 for non-provided schools.

Until 1911 the educational year in London schools was from 1st August to 31st July. Now, however, the educational year for elementary schools ends on the Friday preceding 1st April of each year. One of the reasons which led the Council to make this change was that it was found to be easier for boys and girls to find employment at Easter-time than in the later summer. Another reason was, that there is a great influx of young children to the schools in the spring, and it is therefore convenient that the principal school promotions should take place in April. One other promotion, and in a few schools two other promotions, are made during the year.

Subjects of instruction.

The subjects of instruction, in addition to those usually found in public elementary schools, include domestic economy, manual training, nature study, physical exercises, organised games, and swimming. In certain cases modern languages are taken, but the teaching of this subject is, as a rule, confined to certain schools which have been organised on a special basis and are known as central schools.*

Instruction in domestic economy and handicraft is provided at "centres." A "centre" is a specially constructed building, usually on the site of an elementary school, where instruction is given to pupils of that school and of neighbouring schools. In the case of domestic economy, accommodation for each of its three divisions (cooking, laundry, and housewifery) is, as far as possible, grouped, so that many centres consist of rooms for each of the three subjects, and instruction in the three subjects is, in these cases, made part of one organic whole—domestic economy. The regulations of the Board of Education allow

* See p. 62.

18 as the maximum number for a class. In the practical lessons girls are required to carry out the work themselves, and they do not work in pairs or groups, but singly. Girls are eligible for admission as soon as they are in a class corresponding to "Standard VI.," or on reaching the age of 12 years and 9 months, the aim of the Council being that every girl should for two years spend one half-day a week at instruction in domestic economy. The syllabus of instruction varies with the needs of the district, and is designed to bring the instruction in each case within the limits of the homes and the parents' incomes of the children attending the schools. The arrangements for providing domestic economy instruction have recently undergone revision, and certain experimental courses are being tried in some districts with a view to ascertaining which method of organising the instruction is best suited to the requirements of London girls.

As regards handicraft, all boys in classes corresponding to "Standards V., VI., VII. and Ex-VII." are eligible, with the exception of those who are under 11, or who are physically unfit to handle tools. Boys over 12 but below "Standard VI." are also eligible. Over 90 per cent. of the accommodation necessary to meet the requirements has already been provided. The majority of the centres are for woodwork lessons; about 20 are for metal work. In the courses of instruction drawing and bench work are suitably combined.

Nature Study occupies an important position in the school curriculum. Its aim is to evoke in the child a sympathetic interest in his natural surroundings. As the direct observation of animals, plants, and rocks in their natural environment is an essential feature of the subject so regarded, London schools are necessarily placed at a considerable disadvantage; but efforts of various kinds have been made to minimise this and to encourage the introduction of Nature Study into the London schools. For instance, head teachers are allowed small sums of money for purchasing material to illustrate science and object lessons, and much of this money is devoted to the cultivation of plants in the schools and playgrounds, and the maintenance of small aquaria. Again, a botany scheme has been organised under which botanical specimens are supplied to the schools. Specimens of all varieties are gathered by special collectors and are sent to the schools in boxes. Surplus bedding plants are obtained from the Council's parks, and certain schools are allowed to receive specimens and cuttings from the parks all the year round. Although nearly 10,500 boxes, containing about $8\frac{1}{2}$ millions specimens, are despatched to the schools during the year, the demand is considerably in excess of the supply at present available.

One of the most noticeable features of the development of education in recent years has been the movement in favour of making subjects of study more real and vital to pupils attending the elementary schools. There is a wide-spread feeling that it is of great importance, in the interests of the community at large, to give more attention to the development of a more "practical" form of instruction. The increasing attention that has been paid to psychology and to the study of child nature has led teachers more and more to realise the importance of

Subjects of instruction.

educating children through the hand as well as through the brain, and of utilising various kinds of handwork for giving reality to the facts that are presented to the children's minds. The materials used are most commonly clay, paper, cardboard and raffia ; light wood work has been taken up in several boys' departments.

An important feature in connection with handwork is the provision of practical workrooms for the efficient conduct of handwork. The Council has decided that in future no new school will be built without such a room, and it is intended to provide rooms of this kind in existing schools as opportunity arises. Already a considerable number of such rooms have been provided in schools where remodelling or rebuilding has taken place.

Increasing attention is now being given to visits to museums and other places of educational interest, lasting for a half-day or day ; to school journeys lasting a week or more, during which the headquarters of the party are fixed either in the country or seaside ; and to physical exercises, organised games, swimming, and other subjects tending to improve the physique or stimulate a wider range of interest in the children.

Generally speaking, it may be stated that the tendency of the last few years has been to diminish the number of examinations imposed on the schools, and to give more freedom to teachers in framing their curricula.

Children's welfare.

The school is the focus of much social activity. Play centres, happy evenings, vacation schools and organised vacation playgrounds are provided by voluntary agencies, and assistance is given by the Council to these agencies under certain conditions. In addition, the Council itself conducts play centres during the summer holidays.

An Association of Voluntary Workers, known as the Children's Country Holiday Fund Committee, sends into country homes annually about 40,000 of the children attending the elementary schools of London. The holiday extends over a fortnight, and usually falls within the period of the summer holidays granted to the elementary schools. The parents of the children are expected to contribute, if possible, towards the cost of the holiday.

Much attention is given in the schools to medical inspection, and the provision of meals for necessitous children. This subject is dealt with in the chapter on Public Health.*

The names of those children in attendance at the schools who are not provided with boots or who are insufficiently clothed are included in the list of "necessitous" children submitted to the Children's Care (School) Committees, one of which has been formed in connection with each school. These care committees are also required to keep a general supervision over the welfare of the children in the schools to which they are attached. The committees, if satisfied as to the circumstances of the parents, endeavour to arrange for the provision of boots or clothing either from articles supplied by charitable persons to the schools or from funds supplied locally. In many schools there is a boot

* See pages 113-5.

club into which regular payments are made by the children. This work is facilitated in a few schools by the organisation of a cobbling class, which is held after school hours. So far as funds permit, the Ragged School Union supplies boots at half-price for necessitous children. This Children's welfare.

The question of finding employment for children when they leave school is receiving increasing attention. A committee known as the London Juvenile Advisory Committee was established in 1910 by the Board of Trade, with a view of securing co-operation between the schools and the Juvenile Labour Exchanges; and local Juvenile Advisory Committees have been established throughout the county. These committees deal with the industrial, as distinct from the educational, side of the work. The latter is carried on by the head teachers and Children's Care (School) Committees, but close co-operation with the local juvenile advisory committees is maintained. The Education (Choice of Employment) Act, 1910, has not yet been put into force.

Cases of cruelty and neglect to school children are taken up by the Council and dealt with under the Children Act, 1908.*

The books, apparatus, and stationery required for use in the schools and institutions of the Council are supplied from the Council's central stores in Clerkenwell. At fixed times requisitions are made by the principals or headmasters or headmistresses for the books and materials required for the ensuing term. These requisitions are considered in connection with a graded scale of limits, the amount varying, in the case of elementary schools, according to the percentage of children in the higher classes. Books, apparatus and stationery.

A requisition list of suitable books, apparatus, and materials is issued, and teachers have a free choice in their selection from this list. In exceptional circumstances applications for books and materials not included in the approved requisition list are considered by the Committee concerned. The list is divided into a series of sectional lists. There is the list of approved maps, diagrams and text books; the list of apparatus, drawing materials and stationery; the prize list; the lending library list; the framed picture list; and the lists of apparatus and material for science, needlework and advanced drawing classes, and for handicraft, cookery, laundry and housewifery centres.

Every endeavour is made to keep these lists up to the most modern requirements, and to classify them systematically so as to make them a valuable educational guide to teachers. All new books, editions, and specimens, submitted by publishers, or which are otherwise brought to the notice of the Committee, are fully considered, and account is taken of new movements and tendencies in the teaching of the various subjects of the school curriculum. Thus, in recent revisions of the English reading-books, many old-fashioned graded series have been removed (though the best have been retained), while large additions have been made to the "continuous readers," consisting of standard literary

* See p. 203.

Books,
apparatus
and
stationery.

works. Similarly, in modern languages and in arithmetic, the recent additions include a number of books illustrating the new methods in the teaching of these subjects. In placing books upon the list the Council takes into account not only their literary merits, but their suitability in respect of type, illustrations and general *format*. A room is set apart at the Education Offices for the exhibition of specimens of approved books and apparatus. This room is available for use by teachers and others interested in educational matters. As a further assistance to teachers and to all concerned with London education, a library has been formed at the Education Offices, containing books for reference and circulation. The books for reference include encyclopædias, dictionaries, government educational reports and blue books, while the circulating books include volumes on all subjects of interest to teachers—standard works on psychology, educational method, history, geography, and kindred matters. There is no membership fee for the library, and all teachers may borrow books. The library is open as a reading room every day and on three evenings a week until 7 p.m. The Council also works in co-operation with the various borough council libraries in London, and encourages the schools to make the fullest possible use of these local libraries.

Central
schools.

In addition to the ordinary elementary schools which supply the normal type of education, the Council, in 1910, decided to organise a certain number of central schools, with a view to providing for those boys and girls who are able to stay at school till over 15 an education which, while being general, will have a commercial or industrial bias. It is proposed that there should be about 60 departments organised on this basis, and that they should, as far as practicable, be distributed uniformly throughout London. The pupils are selected from the ordinary schools at about 11 years of age, being chosen partly on the results of the competition for Junior County Scholarships and partly on their progress and conduct at the ordinary schools. A limited number of Junior County Exhibitions, tenable from the age of 14 to the age of about 15½, are awarded to promising pupils who need financial assistance to enable them to stay at school beyond 14.

These schools have taken the place of the higher grade and higher elementary schools which were established by the School Board, although, pending the complete establishment of the scheme, a certain number of higher grade schools are being retained. The central schools are distinguished from the ordinary elementary schools by the fact that the pupils are specially selected, and go through a complete 4 years' course with a special curriculum. They are distinguished from the secondary schools by the fact that they are public elementary schools providing free education, and that the curriculum is framed with a view to enabling pupils leaving at the age of 15½ to be in a better position to earn their living.

The total number of central schools that have been organised up to the present is 49. Of these 17 have an industrial bias, 23 a commercial bias, and 9 both an industrial and commercial bias.

In 1907, the Council decided to make the experiment of holding open air schools for anæmic and unhealthy children. The first school of this kind was opened at Bostall Woods, Woolwich, and in 1908 three similar schools were held at Birley House, Forest Hill; Montpelier House, Upper Holloway; and Shrewsbury House, Shooter's Hill, Woolwich. At first, the schools were open only from April to October, but they are now continued throughout the year, including the period of the summer holidays.

Open-air schools and playground classes.

At the present time two such schools are in existence, namely, the Birley House School and the Shooter's Hill School. The provision of a school in North London has also been sanctioned. Birley House contains accommodation for 75 pupils (boys and girls) selected by the Council's school medical officer from those children in neighbouring schools who appear to be likely to derive benefit from the open-air treatment. The Shooter's Hill School contains accommodation for 150 pupils. The school hours are from 9 a.m. to 6 p.m. (1 p.m. on Saturdays), and the pupils receive at the schools three meals a day. The physical condition of the scholars is kept under regular observation, and the results are carefully recorded. The teaching methods employed are in several respects different from those adopted in ordinary elementary schools, the open-air life rendering such modifications both possible and desirable. Each school is under the direct observation of a specially chosen body of local managers, who interest themselves in the progress of the pupils and the general arrangements of the institution. The reports upon the improvement in the health of the children during the time when they are in attendance at these schools are very satisfactory and amply justify the continuance of the schools. Open-air classes are also now held in certain parks.

The number of open-air schools must, however, always remain limited in London, partly owing to the difficulty of securing sites and partly owing to the expense of maintenance. The Council has, therefore, recently devoted considerable attention to the organisation of playground classes in ordinary schools. The Council's decision to establish these classes was come to on 29th June, 1909, and the number of such classes at work, mainly in the poorest and most crowded districts of London, during the summers of 1912 and 1913, were respectively 65 and 85.

The staff of London elementary schools on 13th March, 1913, consisted of about 18,400 teachers. Of this number, 1,579 were head teachers and 12,243 permanent certificated assistant teachers in Council schools, and 755 and 2,976, respectively in non-provided schools. The remaining teachers consisted of uncertificated, supplementary and "supply" teachers. In addition there were nearly 1,000 permanent teachers of domestic economy, handicraft and other special subjects.

The teaching staff.

In 1904 there was a very large number of unqualified teachers in non-provided schools, but on 30th July, 1907, the Council decided that only fully certificated teachers should in future enter the permanent service. The number of uncertificated permanent teachers in non-provided schools has fallen from 1,597 in 1904 to 380 at the date of this report. The

particular school. It is only after the List of First Appointments has become exhausted that vacancies in the Council's schools have hitherto been thrown open to all candidates. The teaching staff.

On the average, a teacher spends $17\frac{1}{4}$ years in the service before being promoted to a head teachership. Some 80 head teacherships fall vacant every year and appointments to these positions are made, in the normal course, from within the service. Candidates for head teacherships, if within the service, must first be placed on the Promotion List, a scheme which was adopted on 5th July, 1904, (amended on 24th March, 1908). This list is formed by the Education Committee after the fullest consultation with the managers and inspectors, and after several hundred of the best qualified applicants have been interviewed by the principal officers. Members of the Teaching Staff Sub-Committee are invited to these interviews. Men candidates for the promotion list must have had 10 years' experience in London schools, and women candidates 8 years'.

The Council has taken pains to avail itself of the expert knowledge of its teaching staff in order to assist it in the performance of its educational work. In connection with the establishment of the new Junior County Scholarship scheme in 1905, local scholarship committees, both of head masters and head mistresses, were organised in each electoral area, the committees including the head masters and head mistresses of all public elementary and public secondary schools within that area. Subsequently the discussion of questions connected with the transfer of children in the upper standards of ordinary elementary schools to the schools known as the higher grade or higher elementary was remitted to these committees, and ultimately they were made permanent under the name of "Local Consultative Committees" of head masters and head mistresses. These committees meet six times a year to discuss questions on which it is desired to obtain the suggestions of head teachers.

The chairmen of these "Local Consultative Committees" of head masters and head mistresses, with the addition in the latter case of the vice-chairmen, form the two "Central Consultative Committees." The meetings of the Central Consultative Committees are held once a quarter; they follow the meetings of the Local Committees, and serve to focus the resolutions passed at the local meetings. By means of these committees the Council is enabled to obtain the considered opinions of the teachers on various educational subjects which come before it for consideration.

In addition, conferences and committees of teachers have been formed from time to time to deal with special subjects, or with such subjects as could not be submitted to large bodies until they had first been thoroughly threshed out by a smaller committee. The under-mentioned important conferences have been held:—(1) On Co-operation between Public Libraries and Public Elementary Schools, (2) on the Teaching of English, (3) on the Teaching of Arithmetic, (4) on the Teaching of Geography, (5) on the Teaching of History, (6) on Museum Specimens, (7) on Drawing, (8) on Handicraft, (9) on Needlework, (10)

The teaching staff. on Visits to Places of Educational Interest, and (11) on the Curriculum of Training Colleges. Smaller conferences have also been summoned from time to time to discuss subjects of educational interest on which the Education Committee desired to have special expert advice.

An annual conference of teachers is organised by the Council in January of each year for the purpose of bringing before teachers subjects of special interest. Papers on various educational subjects are read by representative members of the teaching profession or others connected with educational work, and each paper is followed by a discussion. The conference extends over three days, and is largely attended by London teachers.

Special powers and duties are conferred and imposed upon the Council for the education of afflicted and sub-normal children.

Schools for defective children:

(a) Schools for the blind and the deaf.

Under the Elementary Education (Blind and Deaf Children) Act, 1893, instruction is to be given to blind and deaf children up to the age of 16 and, if necessary, these children must be maintained in schools or institutions. The education is free, but at residential institutions a charge for maintenance is made to the parents according to their means.

There are 493 blind and 731 deaf children of the elementary school class in London between the ages of 5 and 16. In a few instances the Council sends blind and deaf children to schools or institutions not under its own control. This course is usually taken in the case of Jewish or Roman Catholic children, or those who are specially recommended for country or seaside institutions. The Council provides for the remainder of the children in its own "special" schools, which comprise 8 day schools for the blind, 7 day schools for the deaf, 2 residential and day blind schools, and 3 residential and day deaf schools. These schools have a total accommodation of 352 for the blind and 685 for the deaf.

Between the ages of 5 and 13, blind or deaf children attend mixed day schools, where the classes for the blind are organised for 15 pupils and those for the deaf for 10 pupils. A few blind or deaf children who live too far away from the schools to attend as day pupils, or whose home circumstances are undesirable, are boarded out by the Council with foster-parents in the neighbourhood of the schools. The instruction in the blind schools is given by means of Braille writing and reading, and the instruction in the deaf schools, except in the case of the defective deaf at the Homerton School, is on the oral system. The defective deaf, although they are encouraged to learn to speak, are also taught by means of finger alphabet, writing, and simple signs. The elder pupils—those from 13 to 16—are taught in schools which are partly day and partly residential; the children who can conveniently attend from their own homes, and who have suitable homes, are day pupils, while those who come from a distance or from unsuitable homes are residential pupils. The instruction of the elder children, both blind and deaf, includes a large amount of manual work. The manual and industrial teaching provided for these elder children has a strong trade bias, and it is found that many of them on leaving school are able to obtain employment at the trades which they have been taught in the schools.

In addition to the schools for the blind and the deaf, two schools have been opened for children suffering from high myopia, and two for partially deaf children. The children in these schools attend the adjoining ordinary elementary school for instruction in certain subjects, and are encouraged to mix with the normal children.

Schools for defective children.

(a) Schools for the blind and the deaf.

The gross annual average cost per head of children in the day schools for the blind and deaf for the year ended 31st March, 1912, was £21 7s. and £23 9s. 5d. respectively, while the corresponding figures for the residential schools were £54 7s. 1d., and £45 13s. 8d. The Government grant of £5 5s. each child is divided into two parts, namely, £3 3s. for literary instruction and £2 2s. for manual instruction.

The Council has also provided separate schools for both mentally defective and physically defective children. Authority to provide these schools is given by the Elementary Education (Defective and Epileptic Children) Act, 1899, but the Council is not compelled to make this provision. There are under instruction about 7,400 mentally defective children, in 96 special schools, and about 3,400 physically defective and invalid children in 36 day and 3 hospital special schools. The number of children taught by each teacher averages about 20.

(b) Schools for the mentally and physically defective.

Children are admitted to these schools on being medically certified as not imbecile on the one hand or merely dull or backward on the other. In the words of the Act, they must be certified as being, "by reason of mental or physical defect, incapable of receiving proper benefit from the instruction in the ordinary public elementary schools, but not incapable, by reason of such defect, of receiving benefit from the instruction in special schools." The scheme of instruction is an adaptation of that in the ordinary elementary schools with a much larger proportion of manual work, nearly half the time being given to manual occupations. Art classes are carried on by special art teachers in the schools for physically defective children, and some of the pupils have proved very successful at this work.

Separate schools have been provided for elder mentally defective boys, where, in addition to the ordinary subjects of instruction, handicraft (woodwork and metalwork), shoemaking and tailoring are also taught. There is also one school for elder mentally defective girls, at which instruction is given in domestic economy and needlework. The Council has a home for mentally defective boys which is also certified under the Children Act, 1908, and to this school are sent some 32 of the most difficult cases. Three of the schools for physically defective children are conducted in hospitals for children, the Council providing the apparatus and teachers. Two separate schools have been provided for elder physically defective girls, in which, in addition to the ordinary subjects, trade needlework is taught with a view to providing the children with a means of livelihood on leaving school. In 1910, the Council opened, as an experiment, a school for tuberculous children, in premises in Harrow-road provided by the Paddington Tuberculosis Dispensary and this school is still continued.

A voluntary committee arranges for the supply of meals in schools for the physically defective, but the general care of the children in these

Schools for defective children.

(b) Schools for the mentally and physically defective.

schools is undertaken by the managers. At schools for the blind, deaf and mentally defective, children's care (school) committees have been constituted under the Education (Provision of Meals) Act, 1906, as in the case of the ordinary elementary schools. Two voluntary committees, formed specially for the Council's special schools, undertake the after-care of children leaving these schools.

The Council has an arrangement with the authorities of the Heritage School of Arts and Crafts, Chailey, Sussex, for the reception of 24 physically defective children. The children sent to this school by the Council are selected from day schools for the physically defective, and are such as are suffering from an ailment which is not likely to improve unless they are removed from their present surroundings. The children selected must also show sufficient evidence of skill to enable them to profit by the teaching at Chailey.

Arrangements have also been made with the Chalfont, Lingfield, and Much Hadham epileptic colonies for the reception of London cases, and 70 children are at the date of this report in these institutions.

Public opinion has been much exercised regarding the education of mentally defective children; and important changes were foreshadowed in a bill introduced into Parliament in 1912 and again in 1913, with a view to giving effect to some of the recommendations contained in the report of the Royal Commission on the Care and Control of the Feeble Minded, which was issued in July, 1908.*

Industrial schools.

Industrial schools are intended for the reception of children under 14 years of age who, by reason of their surroundings or of personal moral weakness, are in danger of falling into crime. They are distinctly preventive, and not punitive in their character. The schools were formerly established under the Industrial Schools Act, 1866, which described them as being schools "in which industrial training is provided and in which children are lodged, clothed and fed as well as taught." The present power to maintain such schools is given by the Children Act, 1908, which repealed the above-mentioned Act. Children must be committed by a magistrate, and may be retained until they reach the age of 16 years, after which time the managers have powers of supervision for a further period of two years, with power of recall if necessary, except when children are committed for non-compliance with an order to attend an elementary school. Children are, however, usually licensed out at about the age of 15 years.

The Council has 10 institutions of its own, 9 residential industrial schools (including one in which places are reserved for truants) and 1 day industrial school. In addition, the Council has entered into contracts with about 60 industrial schools throughout the country for the reception of London children; 5 of these schools are certified and reserved for mentally defective children, 1 for physically defective boys and 2 for morally defective girls. The total number of London cases dealt with since 1871 is 42,941, and the approximate yearly number sent during recent years has been 1,200. The parents are required to contribute when possible towards the cost of maintenance.

* See p. 153.

The routine consists of schoolroom work and industrial occupation in equal proportions, and physical training and swimming receive considerable attention. The trades usually taught in boys' schools are tailoring, shoemaking, carpentry, farming, gardening, band-playing, and in some cases other trades such as printing, smithing, etc. A few of the institutions are either training ships or shore schools of a similar character, with facilities for boating and instruction in navigation.

The Council has also taken advantage of its powers under the Children Act to board out suitable cases with foster parents, and 60 children have already been dealt with in this way.

On leaving the schools boys are usually placed in an occupation or trade for which they have been trained. A large number go to army bands, and many others to skilled trades or farm service. Girls are trained in all branches of domestic work, and on leaving school usually obtain good situations as servants. Boys and girls are also sent out to Canada under the care of one of the recognised emigration societies, which places them in situations, and supervises them until they reach the age of 18. The after-careers of industrial school children are in the great majority of cases satisfactory, and in some instances these children do exceptionally well, attaining such positions as Army band-masters, officers in the Mercantile Marine, farmers, managers of shops, skilled mechanics, etc. Out of 1,827 cases discharged during the three years ended 1910, 1,578 were reported on 31st December, 1911, to be doing well in permanent employment.

Owing to the diminution in the number of cases of truancy, it is now only necessary to provide accommodation in one school for about 100 boys of this class. Boys are committed until they reach the age of 14, but after a short period of detention they are given a licence, and so long as they attend a day school regularly no further action is taken; if they fail to do this they are taken back to the truant school for a further period.

At the Council's day industrial school the children are fed, taught, and trained, but are not clothed or provided with lodging; the children attend from 8 a.m. to 6 p.m. daily, except Sunday, and during this time the routine is similar to that of the residential industrial schools. Children cannot be retained at this school after 14, and when children attain that age no difficulty is experienced in getting situations for them.

Reformatory schools are intended for the reception of young persons up to the age of 16 years on admission, who, having been convicted, are committed to them in lieu of being sent to prison. Reformatory schools.

The Council has no reformatory school of its own, but it has agreements with 23 schools for the reception of young persons, committed from Courts in London, and on 31st March, 1913, there were 584 such cases, viz., 509 boys and 75 girls, in these schools.

Under the provisions of the Children Act, 1908, three buildings, (formerly known as remand homes but now called places of detention), have been transferred to the Council.*

* See pp. 26-7.

Higher
education.
Secondary
Schools.

In order to be recognised as a secondary school by the Board of Education a school must offer to each of its pupils a progressive course of general education (with the requisite organisation, curriculum, teaching staff and equipment) of a kind and amount suitable for pupils of an age-range at least as wide as from 12 to 17. Provision made for pupils below the age of 12 must be similarly suitable, and in proper relation to the work done in the main portion of the school.

In 1904, when the Council was first empowered to deal with higher education, there were 88 public secondary schools in London, *i.e.*, secondary schools not conducted for private profit. These schools, providing accommodation for about 30,000 pupils, varied greatly as regards origin, aim, constitution of governing body, and scale of fees charged. A considerable number of them were endowed schools of established reputation, supported entirely by income from endowment and fees. Of these, St. Paul's School, founded by Dean Colet in 1512, may be taken as an example. This school and some other schools founded at later dates, among which some of the most important are those of the Girls' Public Day School Trust, may be described as first grade schools. Their curriculum was designed so as to meet the requirements of a certain proportion of pupils who would remain at school to the age of 18, and of whom a certain number would continue their education at one of the Universities. The Girls' Public Day School Trust, which was inaugurated in 1872, has for over 30 years taken an important part in providing in London and the provinces a scheme of first grade education for girls.

A considerable number of second grade schools had also been established from time to time in London with the aid of charitable endowments. These second grade schools were intended for pupils whose school life would not as a rule be extended beyond the age of 16.

Since 1904, considerable development has taken place and the distinction of "grades" between the various types of schools has tended to become less marked. There is, however, still a considerable variety in the types of secondary schools, and considerable differences in the fees, which vary from about £30 to about £3 a year.

The Council has found it necessary to supplement the provision of secondary education by organising 22 secondary schools under its own management. These County Secondary schools provide accommodation for about 7,000 pupils. The fees charged by the Council vary from about £5 to £20 a year.

For many years since the passing of the Technical Instruction Acts, 1889 and 1891, the Council has made annual grants to a number of the secondary schools in London. For the year 1912-13 there were 40 secondary schools receiving annual grants from the Council. These schools are visited from time to time by the Council's inspectors, who report where improvement appears to be required. One of the objects which the Council has had in view in making grants is the improvement of the teaching staff by means of the offer of adequate salaries, realising that the efficiency of the school depends on the efficiency of the staff, and that capable teachers can only be attracted by adequate remuneration. Grants have also been made for the enlargement of buildings,

for the proper provision of accommodation for science, art and manual work, and for teachers' and pupils' libraries. The accommodation provided in aided schools is about 14,000.

Higher
education.
Secondary
schools.

In addition to the maintained and aided schools, there are 45 public or semi-public secondary schools. The total public secondary school accommodation in London in March, 1913, was approximately 16,000 for boys and 19,000 for girls, a total of about 35,000, or about 7.4 per thousand of the population.

The Council approved on 24th July, 1906, a scale of salaries applicable to secondary schools maintained or aided by the Council. Head masters receive salaries varying from £400 to £800 a year, and head mistresses salaries varying from £300 to £600 a year, according to the size of the schools. Assistant masters commence at a minimum of £150 and rise by increments of £10 to £300 and in some cases £350; assistant mistresses commence at a minimum of £120 and rise by increments of £10 to £220 and in some cases of £250. A lower scale is in force for assistants who do not possess a University degree.

Award of
scholarships

In 1893 the Council, through its Technical Education Board, organised a scheme of scholarships intended to enable suitable children from public elementary schools to obtain secondary and (possibly) university education. Three grades of scholarships were instituted, for this purpose, appropriate to the three types of education. About 600 children of both sexes at the public elementary schools under 13 years of age were annually awarded, on the result of open competitive examination, junior county scholarships, which were usually tenable for two years, or until the scholar attained the age of 14, at a selected secondary school. The average value of the scholarship was £10 a year, with free education, but awards were conditioned by a parents' income limit of £3 a week. There were also annually provided about 100 intermediate county scholarships. These offered free education, at a cost not exceeding £25 a year, with maintenance grants arising from £20 a year to £35 a year, to those pupils of secondary schools, or higher elementary schools, under 16 years of age, who passed a suitable examination. Scholars were entitled to remain at school until the end of the school year, in which they attained the age of eighteen. In connection with these there was a parents' income limit of £400 a year. From 1900 onwards twenty of these scholarships were tenable in the Commercial Department of University College School only, and were known as Commercial Intermediate Scholarships. The third group consisted of senior county scholarships and exhibitions. These were tenable at university institutions, and the amounts granted depended upon the actual requirements of the students, but did not exceed £90 a year. The parents' income limit was the same as for intermediate scholarships, and as a rule between 20 and 40 awards were made annually. After the passing of the Education Acts, 1902-3, and the abolition of the old arrangements for paying wages to pupil teachers in their second year, the Council offered a large number of probationer scholarships of an annual value of £12 to £15, in addition to free education for not more than two years, to pupils undertaking to enter the teaching profession.

**Award of
scholarships.**

In addition to these, the late School Board annually awarded various separately endowed scholarships, and there were also special scholarships in handicrafts; and others tenable at evening schools and technical institutions.

These systems were remarkably successful, both from the point of view of competition for the awards and also in respect of the work done by successful candidates. When the Council became the education authority for London, no fewer than 3,174 scholars and exhibitors were holding awards. That an educational ladder had been formed, and was really operative in enabling public elementary school pupils to proceed to higher, and even university, education is shown by the fact that in the last competition under the old order 61 per cent. of the intermediate county scholarships were obtained by junior scholars, and of 28 senior scholarships and exhibitions, 21 awards were made to intermediate scholars, of whom 14 had been junior county scholars and pupils of public elementary schools. Taking such facts as these into consideration, the Council as education authority soon decided to revise and expand the whole scheme, and in 1904 discussed proposals directed to this end. The scheme was finally approved on 31st January and 7th February, 1905. With a view to making the Council's scholarships titles of honour, and not badges of poverty, and also with a view of getting middle-class children to attend public elementary schools, the income limit was taken away, and scholarships made to consist of free education only in approved secondary schools, subject, however, to the conditions that a fixed proportion of the number of awards each year should go to children the income of whose parents was below the £160 a year limit, and that in these cases there should be a maintenance grant. They were made tenable until the end of the school year in which the scholar attained the age of 14, subject to renewals. The number of awards was largely increased, and awards were no longer made exclusively on the results of open competitive examination, for a system of nomination by head teachers, who formed local committees, was set up, the nominated candidates being required to compete in an examination conducted by the Council. At the same time, efforts were successfully made to induce the award of privately endowed scholarships on the result of a standardised examination.

Practically no alterations were made in the methods of awarding intermediate and senior county scholarships, but the number of awards was increased and linked up with the preparation of candidates for the teaching profession. At the present time, apart from the numerous scholarships and exhibitions which are awarded under schemes regulating the administration of many educational charities and foundations, the Council's scholarships may be divided into three classes:—the county scholarships, the scholarships for students intending to become teachers, and the technical and trade scholarships.

The county scholarships are of three kinds:—junior, intermediate and senior. Every boy and girl in the elementary schools in London who has reached a certain standard by the age of 11 is required to sit for an examination in English and arithmetic. On the result of this examination,

combined with the reports from the schools, about 1,700 junior county scholarships are awarded each year. These scholarships, which are also open (under a condition as to income) to children who are not in attendance at elementary schools, are tenable at almost any secondary school in London for 3 years in the first instance, and are renewable for a further period of 2 years if the scholar is reported to be capable of profiting by further education, i.e., they are held as a rule till the scholars attain the age of 16. Boys and girls who do not succeed in obtaining junior county scholarships at the age of 11 have an opportunity of entering for supplementary junior county scholarships at the age of 13. These scholarships were introduced mainly for the benefit of children whose mental powers develop at a somewhat later age. At the age of 16 some of the scholars leave school for industrial or business pursuits; others are recommended for bursaries, which enable them to continue at secondary schools for another year with a view to entering the teaching profession; others obtain intermediate county scholarships which enable them to continue their education at school until the age of 18 or 19. About 300 of these intermediate county scholarships are offered for competition each year. They may be competed for both by junior county scholars and by other pupils in secondary schools, whose parents' incomes do not exceed a certain limit. On attaining the age of 18, intermediate scholars or other eligible pupils in secondary schools may apply for senior county scholarships, which enable them to proceed to a university or a technical college and go through a three years', or in some cases a four or five years', course of advanced study.

The technical and trade scholarships consist partly of day scholarships which are of sufficient value to enable a student to devote his whole time to study, and partly of evening exhibitions to assist those who are employed in the daytime to continue their studies in the evening. During recent years special attention has been given to the establishment of trade scholarships to enable boys and girls of about 14 years of age to qualify themselves for some particular trade or skilled occupation. Among the occupations provided for are Book-Production, Building, Carriage and Motor-body Building, Cookery (boys and girls), Engineering, Furniture and Cabinet Making, Photo-Engraving, Silversmithing, Woodwork and Woodcarving, Corset and Lingerie Making, Domestic Service, Dressmaking, Embroidery, Laundrywork, Millinery, Photography, Upholstery, Ladies' Tailoring and Waistcoat Making. The Council on 27th February, 1912, also decided to award scholarships to boys who intend to become waiters, and a course of training appropriate to this calling has been organised.

There is a certain number of scholarships awarded to girls of about 14 years of age, tenable at domestic economy schools, at polytechnics and technical institutes. These awards are primarily intended to train girls as "home makers," but they also afford a useful course of training for domestic service. A number of half-time scholarships are awarded to domestic servants; the awards are tenable for twelve weeks for six half-days a week, and the holders receive training in superior household cookery.

Award of
scholarships.

The scholarships for the preliminary education of teachers consist mainly of bursaries followed by student teacherships. Each of these awards is tenable for one year. During the tenure of the bursaries the scholars continue their education at the secondary schools. During the tenure of the student teacherships they are engaged for the greater part of their time in receiving training in the art of teaching in public elementary schools. At the end of the period of student teachership, student teachers enter training colleges.

The scholarships awarded by the Council provide the holders, when circumstances require, with certain maintenance grants as well as with free education.

Training of
teachers.

Those certificated teachers who are trained have been through a course, generally of two years' duration, at a recognised training college. The first training colleges in the United Kingdom were established by independent organisations, in most cases by religious bodies, but more recently a considerable number of day training colleges have been established in connection with the Universities, and since the passing of the Act of 1902 local education authorities have had the power to establish colleges of their own. The Council was the first local education authority to avail itself of this power and it has now seven training colleges of its own, viz.: (1) The London Day Training College, Southampton-row, W.C. (for men and women University students), providing a four-year course for undergraduate students and a one-year course for post-graduate students; (2) the Avery Hill Training College, Eltham (for women); (3) the Islington Day Training College, Offord-road, Barnsbury, N. (for men); (4) the Clapham Day Training College, Cédars-road, Clapham, S.W. (for women); (5) the Fulham Day Training College, Finlay-street, Fulham, S.W. (for women); (6) the Greystoke-place Day Training College, Fetter-lane, E.C. (for women); and (7) the Moorfields Day Training College, White-street, Moorfields, E.C. (for women). Avery Hill is a day and residential college.

The majority of the students who attend training colleges take a course extending over two years, during which time they continue their general studies, and also receive instruction in the theory and practice of education, devoting a certain number of weeks to obtaining experience of teaching in the elementary schools under the supervision of the college staff. In order to encourage untrained certificated teachers to undergo a course of training, the Council admits a number of such teachers to its colleges for a one-year's course. The course of study for undergraduate students of the London Day Training College, which has been recognised as a "School of the University," extends over four years. During the first three years they give most of their time to preparation for the London degree of B.A. or B.Sc., and they spend the fourth year mainly in professional studies. At the conclusion of the college courses, certificates are awarded by the Board of Education.

In addition to the training of teachers in the above colleges the Council awards annually a small number of Domestic Economy Training Scholarships for women who are preparing to become teachers of domestic subjects.

The Council, having in mind that a teacher to be successful must continue to be a student, makes considerable provision for classes and lectures for teachers engaged in public elementary and secondary schools in London. The permanently organised classes for teachers may be divided into three main groups:—(1) classes intended to improve the teachers' efficiency in regard to certain special subjects of the school curriculum, such as Drawing, Science, Singing, Infant Work and Drill; (2) lectures and demonstrations at public galleries or museums with the object of enabling teachers who take their classes to these galleries to make the visits more beneficial and more interesting to their pupils; and (3) University classes which have been established with the view of bringing the teachers into contact with original workers in various branches of learning. The classes in the third category are organised by the University of London at such schools of the University as the University College, King's College, King's College for Women, Bedford College, and the London School of Economics and Political Science. The subject matter of the lectures covers a very wide range, including such different subjects as Modern Languages and Literature, History, Science, Mathematics and Domestic Science. The total number of entries to the classes, and lectures for teachers during the session 1912-13 was about 14,000.

Classes and
lectures for
teachers.

Under the Education Acts of 1902 and 1903, the Council is entrusted with the duty of promoting the general co-ordination of all forms of education and it, therefore, has certain responsibilities in connection with University education, as well as elementary, secondary and technical education. The position which the Council thus occupies has brought it into close touch with the University of London, and has enabled it to co-operate with the Senate in promoting the advancement of higher education in London.

University
education

University education in London has undergone considerable development since the University of London was re-organised in 1900. Up to that time the University had been an examining body only, and the various institutions which provided instruction of University rank were not organically connected with it. Since effect has been given to the University of London Act, 1898, the University has become a teaching as well as an examining body, and the institutions of University rank have become closely associated with it. In three cases (University College, King's College and King's College for Women) the institutions have been incorporated in the University. In other cases the institutions are carried on in connection with the University and are called "Schools of the University."

The Council works in close connection with the University, and makes considerable annual grants both to the University itself and to the Schools of the University, including the Imperial College of Science and Technology. It has also voted substantial capital grants for the erection and improvement of the buildings of certain schools of the University.

The whole question of the organisation of University education in London has been under the consideration of a Royal Commission which was

University
education.

Technical
and evening
school
education.

Polytechnics
and Technical
Institutes.

appointed in February, 1909, and which had not issued its final report by 31st March, 1913.

Higher professional instruction is provided at the Imperial College of Science and Technology, at University College and King's College, and other institutions of University rank. In addition, a large share of the work of technical instruction, especially of students who are engaged in some branch of industrial employment during the day, is carried on in polytechnic and technical institutes. Some of these institutions are aided by the Council; some are maintained by the Council; and the remainder receive no aid from the Council.

The institutions vary greatly in size. Thus, the Regent-street Polytechnic has over 12,000 students and receives a maintenance grant from the Council amounting to over £12,400 a year, while one or two of the institutions have fewer than 100 students and receive correspondingly small grants from the Council.

The institutions aided by the Council have on their books the names of over 33,000 students, and they receive annually from the Council building, equipment and maintenance grants, amounting to about £105,000. Apart from the financial assistance given by the Council, their income is made up of Board of Education grants, endowments, grants from the City Parochial Foundation, students' fees and voluntary subscriptions. Included in this division there are ten polytechnics, the Goldsmiths' College (Art School and Evening Classes), a number of Art Schools, monotechnic institutions, such as the St. Bride Foundation Institute Printing School, the Leathersellers' Company's Technical College, and a group of institutions such as the Working Men's College and the Morley College which deal largely with the humanities; and the Cordwainers' Technical College. Each institution has a governing body or committee on which the Council is represented.

The institutions maintained by the Council are 17 in number. They cost annually about £97,000, and deal with over 12,000 students. The difference between this expenditure and the receipts from Government grants and fees is made good from the rates. The most important of these schools are the Central School of Arts and Crafts and the Camberwell School of Arts and Crafts, which provide instruction in a great variety of artistic crafts; the Paddington Technical Institute, of which the chief work is in connection with the Engineering and Building Trades; the Hackney Institute, which deals with engineering subjects, and has also an art school, a music department, a science department and building trade classes; the School of Building, Brixton, which deals only with Building Trades; the Shoreditch Technical Institute, which provides chiefly for the Furniture Trades; and the School of Photo-Engraving and Lithography, Bolt-court, Fleet-street, for the Photo-process and Allied Trades.

The Council is assisted in the management of its schools by Advisory Sub-Committees and Consultative Committees of trade experts. The Trade Consultative Committees advise the Council in connection with the detailed administration of the work of the respective industries. The Advisory Sub-Committees are local, and each is attached to some particu-

lar institute maintained by the Council. As regards the Consultative Committees, some are attached to particular institutions; in addition to these there are Central Consultative Committees for the Book-production Trades (including the Bookbinding Trades and the Printing and Allied Trades), the Goldsmiths', Silversmiths', Jewellers' and Allied Trades, the Furnishing Trades and Men's Tailoring Trades. Each Central Consultative Committee consists of three groups of trade experts, directly representing respectively the Council itself, the Associations of Employers and the corresponding Trade Unions (or Federations of Allied Unions).

Technical
and evening
school
education.
Polytechnics
and Technical
Institutes.

The great majority of the students in attendance at the various technical institutions are evening students who are engaged in commercial or industrial pursuits in the day-time. There is, however, a steadily growing number of day students, who are either preparing to take up industrial work, or who are already so engaged and are able to attend day classes by permission of their employers. The Evening Trade Classes, which constitute the bulk of the evening work, are, as a rule, confined to *bona fide* workers of the respective trades. The fee for these classes is small, and in the Council's own institutions young persons under 21 years of age are admitted free.

Increasing importance is being attached to the organisation of Junior Technical Schools for boys and girls who are leaving the elementary schools; these technical schools provide a course extending over one, two or three years, and are intended to prepare boys and girls for some particular skilled industry.

The day work covers a wide field and includes courses for students working for a university degree and other courses; art classes for training designers, teachers and skilled craftsmen; pre-apprenticeship instruction for boys entering such trades as Engineering, Building, Silversmithing, Book-Production, Furniture, Cookery and "Waiting"; trade instruction for girls in Cookery, Domestic Service, Dressmaking, Embroidery, Waistcoat Making, Upholstery, Corset Making, Millinery, Ladies' Tailoring, Laundry, Lingerie, the Designing and Making of Wholesale Costumes, and Photography, and Domestic Economy classes for girls and young women.

In order to assist boys and girls from the elementary schools to proceed to these schools the Council has established a certain number of trade scholarships, which provide free education together with maintenance grants. Scholarships and exhibitions are also awarded to older students.*

The most important of the institutions receiving no aid from the Council is the City and Guilds Finsbury Technical College, which provides a two-years' course for those desirous of entering the mechanical engineering and electrical engineering trades, and a three years' course for those entering chemical trades. Other schools which may be mentioned as coming under this head are the Trades Training School, Great Titchfield-street, the Leather Trades School, Bethnal Green-road, and the South London Technical Art School.

* See p. 73.

Technical
and evening
school
education.

Evening
schools.

In addition to the polytechnic and technical institutes, a large number of evening schools is conducted in the buildings of the Council's elementary schools.

These schools were first systematically organised by the School Board for London in 1882. There had been night schools existing before this, but they were few in number and confined their activities almost exclusively to the rudiments of education. They were not expressly authorised by the Elementary Education Act, 1870, and inasmuch as the Board was empowered to provide elementary education only for children, it could not legally develop this branch at the expense of the rates. In 1873, however, the Board made its first attempt to establish in evening schools a system of somewhat more advanced, though still predominantly elementary, education than was provided in its day schools, but the experiment was criticised as being extravagantly costly, and it was complicated by so many stringent regulations that it was soon stopped. Nevertheless, evening classes under the control of voluntary agencies were continued in the Board's schools. They did good and useful work so far as they went, but their limitations prevented their organisation as a homogeneous entity throughout London. Hence in 1882 the Board made a fresh effort to organise evening classes. By this time, however, the number of young persons under 18 years of age, who had not been educated in day schools under the Act of 1870, and who were anxious to receive elementary education, was very small, and consequently the demand for education of a more advanced type than was given in the day schools resulted in the formation of two groups of evening classes—elementary and advanced. The Board was unable to assume financial responsibility for the latter, owing to the restrictive interpretation placed upon the Act of 1870 by the Local Government Board auditor, and, therefore, voluntary associations of educationalists were relied on to organise them. It was not until the Education Code Act of 1890 was passed that the Board obtained power to provide education, other than elementary, in evening schools. The authorised curriculum was immediately enlarged, so much so that the work of the voluntary associations was taken over and instruction of a technical nature in science and art was given by the Board in its own schools. But in 1901 difficulties were discovered in the way of developing evening classes, for in that year the courts decided that neither the cost of providing science and art classes, nor the cost of instructing persons who were not children within the meaning of the Elementary Education Act, 1870, could be borne by the rates. This decision, following closely upon the abolition of fees, in 1898, threatened to put an end to higher education in the Board's evening classes, but an Act was immediately passed enabling the Council to delegate to the Board its powers under the Technical Instruction Acts. From this time onwards no outstanding event occurred in the history of the Board's evening class work, and the Board advanced steadily towards an unrestricted curriculum in evening schools. In achieving this ideal, the Board's evening school system and the system of science and technology of the Council's Technical Education Board overlapped to a considerable extent, but,

although this duplication attracted attention and consideration from the Council soon after it became the local education authority in 1904, it was felt that whatever scheme of co-ordination might ultimately be adopted should be the result of experiment and experience. Tentative proposals have been put forward at intervals. Up to 31st March, 1913, however, the evening schools remained in the main much as they were when the Council first assumed responsibility for them. A few administrative changes, such as the closing of schools at Easter, the introduction of a new staffing scheme, and the imposition of fees for students over 16 years of age, have been introduced; and some fairly successful attempts have been made to limit and give definition to the scope of the instruction in certain schools.* There have been no marked changes either in methods or organisation, but the tendency has been progressive, bringing the classes into closer correspondence with the external demands. Thus classes for messenger lads in the Council and Government services have been organised, and the special needs of such institutions as boys' brigades and the scout movements are being catered for wherever possible.

Technical
and evening
school
education.
Evening
schools.

At the present time evening schools are organised into three groups, namely, science and art and commercial centres (generally referred to as commercial centres); ordinary evening schools, fee paying and free; and schools for the deaf. They meet, as a rule, from the third week in September until Easter. The commercial centres, however, remain open until Whitsuntide, and some classes continue until July. The subjects of instruction are determined by the needs of the students, and few features of the system are so impressive as the variety of student and subject. Teachers, civil servants, clerks, salesmen, saleswomen, foreign correspondents, agents, caretakers, van boys, commercial travellers, policemen, domestic servants, telephone operators, midwives and maternity nurses, all demand and find provision made for them.

In the free schools, instruction is provided in such general subjects as reading, writing, arithmetic, English, history and geography (illustrated by lantern slides). Classes are also held in vocal music, gymnastics and physical drill, swimming, first aid, home nursing, cookery, laundrywork, millinery, dressmaking and needlework. In some of these schools an industrial course in technical drawing and workshop arithmetic is taken preparatory to the industrial courses at the technical institutes. Instruction is also given in woodwork, woodcarving and metalwork.

Although most of the subjects taught in the free schools are also taken at the ordinary schools, the work in the latter is of a more advanced character. In addition, elementary instruction is given in commercial subjects, such as book-keeping, shorthand, typewriting, and office routine. Students are prepared for examinations for the minor appointments in the Civil Service, and for the elementary examinations of the Royal Society of Arts and Chamber of Commerce. Classes are also held in many of the schools for the study of English literature and foreign languages.

* A comprehensive re-organisation scheme was, however, approved by the Council on 3rd June, 1913.

Technical
and evening
school
education.
Evening
schools.

The commercial centres are intended for students whose previous education enables them to take advantage of the more advanced character of the instruction given in the centres. Organised courses, covering two or three years, and generally consisting of three subjects, are arranged so as to provide a progressive course of study. Students under 18 years of age are, as a rule, only admitted to the centres on condition that they join a course and guarantee to attend regularly on at least three evenings a week. In addition to more advanced work in the commercial subjects taken in the ordinary schools, special classes are conducted in such subjects as accountancy, banking, commercial law, etc.

The science and art centres provide elementary and intermediate instruction in science and art subjects leading up to the advanced work at the technical institutes and schools of art and the polytechnics.

The free and ordinary schools are open generally on three evenings a week, between the hours of 7.30 and 9.30, and the centres on four evenings a week for about two and a half hours each evening.

The fees charged to the students are 1s. the session in the ordinary schools, 2s. 6d. the session in the commercial centres, and 5s. the session in the science and art centres. These fees cover all subjects of instruction given at the school or centre.

The total number of evening schools in the session 1912-13 was 275, and the number of students enrolled therein was about 130,000.

The head masters and head mistresses of the elementary day schools endeavour to induce boys and girls, when they leave school, to continue their education in the evening schools, and a considerable number show themselves willing to join the classes. The number who join, however, is small compared with the number who do not, as out of 60,000 children who leave the elementary schools each year only about 30 per cent. enter the evening schools.

CHAPTER VI.

Public Health and other health services.

The fact that the authorities of the City of London were, from the earliest times, alive to the necessity for preventing and removing nuisances and for safeguarding the purity of the River Thames and other rivers is evidenced by the existence of numerous orders and promulgations designed to secure those objects. The first Act of Parliament in these matters, however, was passed in 1388 (12 Rich. II., cap. 13). This Act prohibited the corruption and pollution of ditches, rivers, waters, and the air of London and elsewhere, and required that all dung, filth and garbage should be carried away, instead of being placed where such refuse would become a source of nuisance. The records of the City in the thirteenth and fourteenth centuries throw a flood of light upon the social life of these periods of history, and show clearly the sanitary conditions then obtaining. Mr. H. T. Riley, in his introduction to the *Liber Albus** states that "great precautions seem to have been used, though perhaps with but indifferent success, for keeping clean the city streets, lanes and highways. Kennels, it would appear, were pretty generally made, about a century after the date of Fitzailwin's Assize,† on either side of the street (leaving a space for the footpath), for the purpose of carrying off the sewage and rain water. There were two kennels in Cheapside at a period even when nearly the whole of the north side was a vacant space. The kennels, too, of Cornhill are frequently mentioned. By reiterated enactments, it was ordered that the highways should be kept clean from rubbish, hay, straw, sawdust, dung and other refuse. Each householder was to clear away all dirt from his door, and to be equally careful not to place it before that of his neighbours. No one was to throw water or anything else out of the windows, but was to bring the water down and pour it into the street. An exception, however, to this last provision, seems to have been made in the case of fishmongers, for injunctions were frequently issued (in contravention of the precautions mostly taken to preserve the purity of the Thames) that they shall on no account throw their dirty water into the streets, but shall have the same carried to the river. The lanes, too, running down to the Thames, and the highways between Castle Baynard and the Tower, were to be kept free from all impediments, so that persons on horseback might experience no difficulty in going to the Thames. It seems to have been a practice with tailors and skimmers to scour their furs in the public streets, as an ordinance is found, *temp.* Edward II., forbidding this to be done in the day time, but permitting it at night.‡

* *Liber Albus*, edited by H. T. Riley. Rolls Series (1859 edition).

† In 1189.

‡ *Liber Albus* (Introduction), pp. xl., xlii.

Early
conditions
in the City.

"The work of cleansing the streets was performed by the 'rakers' or rakers, a certain number of whom were kept at the expense of each ward, and whose duty it was to remove all refuse from the middle of the street, probably, to places duly provided for its reception. These places again were emptied from time to time, and the contents carried away; in one instance an ordinance is met with, *temp.* Edward III., that twelve carts, each with two horses, shall be kept at the expense of the City, for the removal of sewage and refuse."† The City scavengers were originally appointed to take custom upon the *scavage* (i.e., showage) or opening out of imported goods. Later it became their duty to superintend the repair of the pavements and the cleansing of the streets, and from this circumstance no doubt the "scavengers" of the present day derive their title. In addition to the surveillance of the scavengers, "or possibly before this duty was annexed to their office, it was enacted, *temp.* Edward I., that each alderman should choose at the Wardmote four men resident in the Ward 'to preserve, lower and raise the pavements, and to remove all nuisances and filth, and to take distresses, or else four pence, from those who placed them there, the same being removed at their cost.'‡

"Public latrinæ may possibly not have been numerous in those days, but they were by no means unknown. At all events there is mention made of an ordinance, *temp.* Henry IV., in reference to the 'New *latrina* at Londone Walle' . . . Ordinances were issued by the City authorities from time to time for cleansing the field (*campum*) called Smithfield, and for keeping clean all hythes, fosses, walls, conduits, the River Thames, and the watercourse of Walbrook; proclamation was also made that no one should throw dung, sand, rubbish or filth into the Thames, Fleet, or fosses of the City."§ Although swine were at times allowed to be kept, they were at all times not to be allowed to roam about the streets, fosses, lanes or suburbs of the City, and in the reign of Edward I. men were appointed to take and kill all swine found wandering within the City walls.||

From the foregoing it will be seen that there is abundant evidence that a number of orders and promulgations were issued from time to time with regard to sanitation. The very frequency of their issue, however, makes it probable that they were, for the most part, dead letters. Edward III., in 1357, issued a royal order,¶ calling attention to the fact that, when passing along the Thames, he had beheld dung and laystalls and other filth accumulated in divers places in the said City upon the bank of the river aforesaid, and had also noticed the fumes and other abominable stench arising therefrom. As a result, a proclamation was shortly afterwards issued, forbidding, *inter alia*, the throwing of rubbish or filth into the Thames or Flete or into the fosses around the walls of the City, and requiring such either to be taken out of the City by carts or to be carried by the rakers to certain spots with a view to being placed in the *donge-botes*.**

† *Liber Albus* (Introduction), p. xli.

‡ *Ibid.*, p. xliv.

§ *Ibid.*, pp. xlv., xlix.

|| *Ibid.*, pp. xli-xlii.

¶ Riley, *Memorials of London and London Life in the*

13th, 14th and 15th centuries, p. 295.

** *Ibid.*, p. 299.

Undoubtedly conditions existed which afforded only too well a fruitful breeding ground for disease. As late as 1628 a royal complaint was made that the ways in and about the City and Liberties were very noisome and troublesome for passing, in consequence of breaches of the pavements and excessive quantities of filth lying in the streets.* Sewers, in the modern sense of the word, did not exist. Small wonder then that London was continually visited by the plague, that scourge of mediæval cities. The *Remembrancia* contain a large number of documents,† ranging from 1580 to 1664, relating to this subject. The chief precautions taken appear to have been the cleansing of streets, the shutting up of infected houses (with their inhabitants), the guarding against merchandise and persons arriving from infected places, prevention of gathering of concourses of people (*e.g.*, at plays), and enforcement of regulations against overbuilding and overcrowding.

The great fire of London in 1666 was a turning point in the sanitary condition of London. It swept away the accumulated filth of centuries, and the consequential opening of new streets and thoroughfares in the reconstruction of the City permitted the air to circulate freely; but it is evident that full advantage was not taken of the opportunity which then presented itself of erecting a city on lines which would have assisted materially in promoting public health. It is well known that Sir Christopher Wren's plan for the rebuilding of London was not accepted. The plan proposed ignored the previous lines of streets and contemplated the construction of wide streets running in parallel lines from east to west. Existing interests proved, however, too strong; and evils were perpetuated which might easily have been removed.

Nevertheless, the Act (19 Chas. II., cap 3) "for rebuilding the City of London," passed in 1667, contained much of great importance to the health of the City, inasmuch as in this Act seems to lie the origin of the Commissioners of Sewers for the City of London, a body to whose hands the sanitary well-being of the City was practically entrusted for two hundred years. The above-mentioned Act conferred upon them large powers in connection with sewerage and paving, and these powers were extended from time to time by further Acts, dealing, *inter alia*, with cleansing, lighting, dust removal, etc.

Outside the City the inhabitants do not seem to have been troubled with numerous or exacting sanitary regulations. Each parish managed its own affairs, appointing, from among its own body, its various unpaid officers, including the surveyor and the scavenger, and for a long period this somewhat primitive organisation sufficed to meet, according to the not very exacting standards of the time, the sanitary needs of these rural communities.

When, however, at varying dates from the beginning of the 17th century, these outlying districts commenced to "develop," and the population went up by leaps and bounds, the existing arrangements were found unequal to the strain.

* *Analytical Index to . . . the Remembrancia*, p. 482.

† *Ibid.*, pp. 329-49.

Outside the
City.

Paid officials or contractors were appointed to perform the sanitary work, and scores of local Acts made their appearance in the Statute Book, dealing with the cleansing of streets, lighting, dust removal, etc., applying sometimes to the whole of a parish, but in numerous instances only to a much more limited area. The first Act, however, on these lines applying to an area* comparable with the present County was the Metropolis General Paving Act, commonly known as Michael Angelo Taylor's Act, 1817 (57 Geo., III., cap. 29), which consolidated and reduced into a kind of system many of the provisions relating to paving and the regulation and improvement of streets, which were contained in the special Acts above referred to. It also provided for the cleansing of drains, cesspools, etc., and street watering, and regulated certain offensive trades.

A few years before the passing of this Act an invention had been introduced which was to have a very important effect on sanitation. This was the watercloset, which offered facilities, before unknown, for the entire removal of sewage. At first the watercloset was made to discharge not into the sewers but into a cesspool, the ancient receptacle for offensive household refuse, the contents of which were removed from time to time.

The large addition thus caused to the contents of the cesspools, however, made it necessary to introduce overflow drains running from them into the street sewers; and other reasons also gave inducement to discharge the sewage, with the aid of a sufficient water supply, direct from the watercloset to the street sewers. Originally the discharge of offensive matter into the sewers was a penal offence, and so continued up to about the year 1815. Afterwards it became permissive to drain houses into sewers, and in 1847 it was made compulsory.

Sewer
Commissions.

These sewers were originally banked-up open watercourses, intended solely for the purpose of carrying off the surface drainage. They were under the control of commissioners constituted under the general Act 23 Henry VIII., cap. 5 (The Bill of Sewers) as amended by later legislation, and in 1847 the sewerage of the larger portion of the districts now forming the County of London (apart from the City) was governed by seven distinct commissions, viz., the Westminster, the Holborn and Finsbury, the Tower Hamlets, the St. Katherine's, the Poplar and Blackwall, the Greenwich, and the Surrey and Kent. Each of these Commissions had its own mode of conducting business, and its own regulations as to sizes of drains, their rates of inclination, mode of execution and cost, for long before the supersession of these bodies the open watercourses of the earlier period had to a very large extent been culverted and placed underground. The sewerage of the City was under the control of the City Commissioners of Sewers, mentioned above. It was not to be expected that under such divided management any advantageous general principles of drainage could be acted upon.

* It applied to London, Westminster, Southwark, the districts included within the Weekly Bills of Mortality, St. Pancras and St. Marylebone.

In 1843 the Poor Law Commissioners who had been appointed to inquire into the sanitary condition of the labouring population drew attention to the defective state of the sewerage and drainage of the London district, and to the inadequacy of the existing law to meet the exigencies of the case. The Commissioners appointed to inquire into the "means of improving the health of the Metropolis" made their report in 1847, recommending, *inter alia*, that the administration of the laws relating to sewers in the separate districts should be confided to one body of commissioners for the whole area. This recommendation was given effect to by the appointment of the Metropolitan Commission of Sewers. Thus the necessity of treating London as a whole was recognised, and the step towards codification taken in 1817 was further emphasised.

Metropolitan
Commission
of Sewers.

The Commissioners set to work, and in the course of a few years had practically abolished the foul cesspools, about 200,000 in number, and compulsorily substituted waterclosets, draining them into the sewers. As a consequence, the condition of the Thames into which the latter discharged in the heart of London, soon became very alarming. The river became, in effect, an open sewer, and its broader reaches, such as that between Westminster and Waterloo bridges, had their banks covered with vast accumulations of foul and offensive mud, which were exposed at low tide.

During the period from 1848 to 1855 no less than six commissions were appointed. Numerous designs for improving the drainage system of London and for preventing the discharge of sewage into the river Thames were considered, but no real advance was made.

This condition of things grew so intolerable that the Government decided to create a new representative authority to deal with the question, and in 1855 the Metropolitan Board of Works was instituted, and entrusted with the primary duty of maintaining the main sewers and constructing works to prevent the sewage entering the Thames within the London area. The vestries and district boards formed under the Act were to maintain existing local sewers, and construct new ones with the previous approval of the Board, and various powers were conferred upon them for enforcing house drainage and abating nuisances. To them were also transferred all duties and powers relating to paving, lighting, watering and cleansing of streets. In particular these authorities were required to enforce house drainage and abate nuisances, and to enable them properly to exercise these powers the important provision was made that each local authority should appoint a medical officer of health.

Metropolitan
Board of
Works.

The Sanitary Act of 1866 marked another great step in the development of sanitary law; the duties of London local authorities were more clearly defined and largely increased; "overcrowding" was declared to be a nuisance; other important extensions of the term "nuisance" were made, and dangerous infectious diseases were dealt with in considerable detail. The Local Government Act, 1888, constituted the Council the central authority for public health in London. It was not, however, until the Public Health (London) Act,

Public
health
legislation.

Public
health
legislation.

1891, a codifying and amending measure, was passed that any excuse for lax administration in London on the score of the uncertainty and complexity of the law was removed. Most of the powers conferred by this Act will hereafter be reviewed under various sub-heads.

After this general survey of the history of public health, it may now be convenient to refer in detail to the many branches into which public health administration has become sub-divided, and with which the Council is concerned, commencing with the position of main drainage at the time of the passing of the Metropolis Management Act, 1855, just referred to.

Main
drainage.

By section 136 of the Act of 1855 the Metropolitan Board of Works was required to obtain the consent of the First Commissioner of Works before constructing works to intercept the sewage from the Thames, but this was repealed by the Act 21 and 22 Vict., cap. 104, which also relieved the Board of the obligation to prevent all, and any, sewage from entering the Thames. The Board had already formed its plan and now at once proceeded to its execution. Three main intercepting sewers were constructed on each side of the river, converging on the north side at Abbey Mills, West Ham, and on the south side at Deptford Creek, and thence being continued to Barking and Crossness respectively, where their contents were discharged into the river. In addition, the Board virtually reconstructed all the old main sewers, some of which (about one-fifth) were still offensive open sewers, while many of the covered ones were of defective design and out of repair. Further, the Board constructed in certain districts storm-water sewers, for the purpose of receiving and carrying quickly away to the river the great volumes of water produced by a heavy fall of rain.

As a consequence of the new system of intercepting main sewers a marked improvement speedily became noticeable in the condition of the river within London. Complaints, however, soon began to be made of the pollution of the Thames in the neighbourhood of the outfalls, and of the formation of shoals by the deposit of sewage.* Finally, a Royal Commission was, in 1882, appointed "to inquire into and report upon the system under which sewage is discharged into the Thames by the Metropolitan Board of Works; whether any evil effects result therefrom; and, in that case, what measures can be applied for remedying or preventing the same." The Commission issued its report in November, 1884. Shortly summarised, the main conclusions were that the London sewage ought not to be discharged in its crude state into any part of the Thames, but that the solid matter should be separated from the liquid and be disposed of in one of various ways suggested, while the liquid portion might, as a temporary measure, be allowed to pass into the river. The Board adopted the conclusions of the Commissioners, and put in hand the construction at Barking and Crossness of works for the precipitation or chemical clarification of the sewage. As regards the disposal of the solid matter (known as sludge), the Board, having considered many suggestions, came to the conclusion

* In no case have committees of inquiry yet found that the discharge of sewage was responsible for the formation of these shoals.

that the best course to adopt was to carry the material away in steam-ships and to cast it into the sea. By the early part of 1889, when the Board was superseded by the Council, the works at Barking were in a very advanced stage, and those at Crossness had been commenced; one steam sludge ship had been delivered, and a second was on order. Since that date four additional sludge ships have been provided.

The Council took steps shortly after it was constituted to review the whole question of the main drainage of London. Thirty years had elapsed since the system had been designed and the increase of population had been very great, with the result that the sewers were by that time sufficient to deal only with the ordinary flow of sewage and were quite incapable of coping with even small amounts of rainfall. Although large quantities of sewage were let into the Thames in times of storm, floodings were common in many parts. The Council, on 17th December, 1889, accordingly instructed the Main Drainage Committee to secure the services of an eminent engineer to join with the Council's engineer in a thorough examination of the whole sewerage system and to report thereon, including the question of taking the whole of the sewage to sea in accordance with the recommendation of the Royal Commission of 1884. Sir Benjamin Baker was associated with Mr. (afterwards Sir) Alexander Binnie in the work, and they issued their report in February, 1891. They put forward proposals for bringing the drainage system up to its then requirements, and allowing for future increase, by the construction of four new large outfall, main, and intercepting sewers. The cost of these works was estimated at 2½ millions. The engineers reported against the proposal that the whole of the crude sewage should be discharged either into the lower estuaries of the Thames or the North Sea, and advised, as regards the treatment of sewage, that, before adopting any heroic measures, the results of the working of the new Crossness and Barking outfalls should be obtained. In 1891 and 1895 proposals for new sewers were put forward but were not adopted, and, although certain small works were carried out between 1889 and 1899, it was not until the latter year that a comprehensive enlargement scheme was approved. The scheme which the Council finally adopted on 5th December, 1899, was based, in the main, on the Baker and Binnie report, although several additional works were included. The total cost was estimated at £2,950,000, revised at a later date to £3,750,000. The first portion of the work was put in hand in January, 1901, and, with the exception of the enlargement of Abbey Mills pumping station which is nearing completion, the whole of the scheme has been finished. The expenditure has been approximately £3,500,000.

Since the adoption of the above-mentioned scheme, further works have been found necessary. These works, including the enlargement of certain pumping stations and a new sewer from Catford to Nunhead, were not provided for in the original scheme, but they are closely connected therewith, and it is probable that, as savings have been effected, their inclusion will not cause the estimate to be exceeded.

In addition to the enlargement of the scheme for dealing with sewage, the Council has also approved, and partly carried out, a scheme for

Main
drainage.

mitigating floodings in times of heavy rainfall. Storm water from the higher districts of London can be carried off by storm relief sewers discharging directly into the Thames, but for those low-lying districts adjoining the river (an area of about $21\frac{3}{4}$ square miles) pumping is necessary. The late Metropolitan Board of Works, as already stated, constructed a number of relief sewers and erected three storm relief pumping stations. Floodings still occurred in many parts of London, those in 1903 being most noticeable, and the Council on 19th November, 1903, approved proposals for an additional number of flood relief works estimated to cost £737,000. Works to the value of about £385,000 have been completed. Further works, not included in the original proposals, which are necessitated by the very large development of building operations in the Metropolitan Borough of Wandsworth, are now in course of construction or preparation at an estimated cost of £135,000, and the enlargement of the Isle of Dogs storm water pumping station at an estimated cost of £30,000 is proposed.

The total length of the sewers in the main drainage system is about 370 miles, and the area drained is 149 square miles, with a population (census 1911) of 5,336,100. The capital expenditure of the Council to 31st March, 1913, has been £5,572,043, while the annual expenditure on maintenance is about £275,000. Debt charges amount to a further £350,000 a year. The Council has published a descriptive account of the main drainage system by its late Chief Engineer.*

Drainage in
low-lying
areas.

The construction of buildings on the low-lying area of land just referred to has generally raised difficulties in the matter of drainage, on account of the relatively high level at which the main and local sewers in such districts have had to be laid. Until 1894 a great many houses were built on land lying below Trinity high water mark without any special provision being made for their drainage, with the consequence that floodings into basements often take place. By section 122 of the London Building Act, 1894,† the building of any dwelling houses on low-lying land, and so situated as not to admit of being drained by gravitation into an existing sewer of the Council, is prohibited without a licence from the Council. The Council, in giving permission for the erection of buildings in such areas, imposes stringent conditions to safeguard against floodings. This power has been usefully exercised by the Council, but there is need of further direct limitation as regards construction of buildings in areas lying below the level of abnormally high tides, as well as of buildings in other localities, in which exceptionally deep basements are constructed at the level of, or below, the crown of main sewers.

Drainage of
out-county
districts.

Although the Metropolis Management Act, 1855, was essentially a drainage Act, the boundaries of the area coming within the operation of the Act did not, as a rule, follow either valley lines or watersheds. The problem of districts draining into the London area, but not coming

* *Main Drainage of London* (with plans and illustrations), by Sir Maurice Fitzmaurice, C.M.G. (No. 1,551.) Price 1s. 6d.

† See also p. 259.

within the operation of the 1855 Act, naturally soon had to be faced and dealt with by special legislation. Portions of Hornsey and Becken- ham were the first to be considered, and they were admitted in 1871 and 1873 respectively. From time to time other districts have been admitted, on terms. The claim for admission has not always been based upon the fact of the area being within the natural London watershed area, but, in a number of cases, has been due to the fact that the London system has been near the district affected and could deal with the sewage of a larger area than that of London. The amount of out-county drainage is now considerable, the area on 31st March, 1913, being about 32 square miles, with a population of 812,952. The total payment (exclusive of debt charges) made to the Council by out-county authorities in respect of drainage into the London system was in 1912-13 about £27,500. Details of area, population, etc., of these out-county districts are given in the following table.

District.	Date of admission.	Area in acres.	Population 1911.	Annual payment 1912-13 per £ of rateable value.
<i>North of the Thames.</i>				
Hornsey (part)	1871	2,534	81,800	3.38
Tottenham and Wood Green ...	1891	4,642	186,829	3.38
Willesden ("London area") ...	1896	1,154	78,095	3.38
Do. ("Brent area") ...	1911	3,230	76,172	4.82
Acton	1908	2,305	57,523	4.13
East Ham (part)	1900	78	3,600	3.38
West Ham	1900	4,706	289,102	2.25
<i>South of the Thames.</i>				
Beckenham (part)	1873	589	12,500	3.70
Penge	1900	770	22,331	3.38
Norwood (part)	1902	294	5,000	3.38

The best method of treating London sewage has been the subject of experiment by the Council. In 1893 a one-acre coke bed was laid down in order that the biological treatment of sewage by bacterial processes might be tried. The bed has been continued in use, with a few brief intervals, up to the present time and the results have been published.* The adoption of the bacterial treatment has not, however, yet been approved. In anticipation of altered methods of treating sewage, the Council has acquired about 750 acres of land in the vicinity of the outfall works. The necessity for a high degree of purification of sewage does not arise in the case of London, where the sewage is discharged several miles below London into a large river, with great tidal capacity.

There are over 2,000 miles of local sewers in the County Local of London. These all drain into the main drainage system, and are under the control of the City Corporation and the 28 metropolitan

* *The Experimental Bacterial Treatment of London Sewage, 1892-1903*, by Professor Frank Clowes, D.Sc., F.I.C., late Chemist to the Council, and A. C. Houston, M.B., D.Sc. (No. 679.) Price 10s.

Local
sewers.

borough councils. Section 69 of the Metropolis Management Act, 1855, enacted that no new local sewer, outside the City of London, might be made without the previous sanction of the Metropolitan Board of Works. The Board and the Council have thus been enabled to secure that the laying down of the smaller sewers shall be done under proper conditions (*e.g.*, that each pipe must be laid on a bed of concrete). During the year ended 31st March, 1913, the Council sanctioned the construction or reconstruction of 41,303 feet of local sewers and a total length of about 500 miles has been sanctioned since 1889. The Board of Works, in addition, sanctioned about 1,100 miles.

By-laws as
to drains,
water
closets, etc.

Under section 202 of the Metropolis Management Act, 1855, power is given to make by-laws for regulating the dimensions, form and mode of construction, and the keeping, cleansing, and repairing of the pipes, drains, and other means of communicating with sewers and the traps and apparatus connected therewith. The Metropolitan Board of Works did not exercise this power, with the result that the mode of construction of drains in the various districts differed considerably. The Council, after prolonged consideration, decided to make by-laws and so secure uniformity. The by-laws,* which were approved by the Local Government Board in June, 1901, are of a thorough and comprehensive character, and are recognised as a standard code. They are enforceable by the metropolitan borough councils and do not apply to the City of London. An appeal lies to the Council against any order or act of a sanitary authority in respect of these by-laws.†

The Council has also made by-laws‡ under the Metropolis Management Acts Amendment (By-laws) Act, 1899, requiring the deposit with the sanitary authorities of plans and sections of proposed drainage works. To remove any doubt as to the person responsible for the deposit of plans, the Council on 11th July, 1911, made a further by-law‡ placing upon the builder the responsibility of seeing that the by-law is complied with. The metropolitan borough councils enforce these by-laws, which do not extend to the City of London.

By-laws have been made by the Council under sections 16 and 39 of the Public Health (London) Act, 1891, applicable to the County of London, exclusive of the City of London. The by-laws under section 16 relate to the removal or carriage of offensive matter or liquid, the closing and filling up of cesspools and privies, and the removal and disposal of refuse; those under section 39 relate to water closets, earth-closets, privies, ashpits, cesspools, and receptacles for dung, and the proper accessories thereof in connection with buildings. The by-laws are enforced by the local sanitary authorities.§ An appeal lies to the Council in cases of dispute arising under the by-laws made under section 39 of the Act.†

* *Drainage By-Laws, Metropolis Management Act, 1855, Section 202 (No. 1628)* Price 2d.

† See p. 26.

‡ *Drainage By-Laws, Metropolis Management Acts Amendment (By-laws) Act, 1899.* (Included in No. 1628). Price 2d.

§ *By-laws made by the Council under sections 16 (2) and 39 (1) of the Public Health (London) Act, 1891.* (No. 104). Price 3d.

The following table gives the births, deaths (all causes) and marriages Vital and infantile mortality in the County of London in successive periods; statistics. also deaths from certain specified diseases.

Subject	1891-1900	1901.	1906.	1901-10.	1912.
	per 1000 persons living.				
Births	30.2 (a)	28.9 (a)	27.6 (a)	27.5 (a)	24.5 (a)
Deaths (all causes) ...	19.2	17.2	15.8	15.7	13.6
Marriages	17.8	17.7	17.9	17.5	18.6
Infantile mortality ...	159 (a)	148 (a)	131	126 (a)	91 (a)
Cancer	0.85	0.88	1.01	0.98	1.11
Measles	0.58	0.43	0.42	0.44	0.40
Small pox	0.009	0.051	—	0.035	0.000
Whooping cough ...	0.50	0.35	0.27	0.32	0.21
Scarlet fever	0.19	0.13	0.12	0.10	0.04
Diphtheria	0.49	0.29	0.15	0.17	0.10
Enteric fever	0.14	0.11	0.06	0.06	0.03
Phthisis	1.79	1.65	1.50	1.49	1.35 (b)

(a) For the purposes of these rates the births in the principal lying-in institutions have been distributed to the district to which they belong.

(b) Including acute miliary tuberculosis, which would probably be 2 per cent. of the total cases.

The death rates are fully corrected for institutions, by the exclusion of deaths of persons not belonging to, but occurring in, institutions situated within London, and by the inclusion of deaths of persons belonging to London, but occurring in London institutions situated outside the Administrative County.

The Notification of Births Act, 1907, provides for the notification within 36 hours to the local medical officer of health of the occurrence of the birth of a child. A local authority may, with the consent of the Local Government Board, adopt the act, and Section 3 of the Act empowers the Local Government Board, if it sees fit, to require authorities to adopt the Act. In order that the notices given under the Act may be of the greatest service, it is essential that the particulars given therein should be obtainable for the whole of the County, and, as all the metropolitan borough councils had not adopted the Act, the Local Government Board, at the request of the Council, issued an order declaring the Act to be in operation from 30th November, 1909, in those portions of the Administrative County of London in which it had not already been adopted. The medical officer of health of each metropolitan borough and of the City of London is required, under the Act, to send weekly to the Council a list of births notified. This provision has been found useful in connection with the administration of the Midwives Act.

Section 17 (1) of the Local Government Act, 1888, conferred upon the County Council the power to appoint a medical officer of health for the County, and this was exercised at once. Active administration and the growth of medical duties entrusted to the Council, particularly in connection with the health of the young, have caused a corresponding growth in the staff required to assist the medical officer, so that at 31st March, 1913, the

County
Medical
Officer of
Health.

County
Medical
Officer of
Health.

permanent medical staff of the Public Health department consisted of a medical officer of health, who is also the school medical officer, one deputy medical officer of health and deputy school medical officer, one medical research officer, 13 assistant medical officers (of whom six are required to give part or quarter of their time), 11 medical assistants, 5 school doctors (part time), and 2 inspectors of midwives.

The Public Health (London) Act, 1891, came into force on 1st January, 1892, and for that and each succeeding year the medical officer has made a comprehensive report on the health of the County of London.*

Section 108 of the Public Health (London) Act, 1891, requires the Council to pay to the sanitary authorities (the City Corporation and the metropolitan borough councils) out of the county fund and charge to the exchequer contribution account, one-half of the salaries of the local medical officers of health and sanitary inspectors appointed in accordance with regulations of the Local Government Board. The Council is consequently liable for the payment of half the salaries of these officers.

Every local medical officer of health must send to the Council a copy of each periodical report of which a copy is required to be sent to the Local Government Board, and if he fails to send such copy, the Council may refuse to pay a moiety of his salary. If it appears to the Council from any such report that any matter affecting the public health of a district requires to be remedied, the Council may make representations to the Local Government Board.

Sanitary
officers.

Section 107 of the Public Health (London) Act, 1891, requires every sanitary authority to appoint an adequate number of sanitary inspectors. The number of male inspectors in London has gradually increased from 188 in the year 1893 to 293 in 1913. Women inspectors (41 in all) have been appointed in 24 districts, and are engaged for the most part on the inspection of factories and workshops in which female labour is employed. The county medical officer has collected information as to the sanitary staffs in relation to the population and its character, as evidenced by the number of persons occupying houses let in lodgings and overcrowded tenements with a view to the Council considering whether the staffs in the several districts are adequate.†

When the Council has reason to believe that the sanitary staff of any district is inadequate, it communicates with the authority concerned, and, if necessary, inquires into the sanitary condition and administration of the district. A number of inquiries of this nature have been made, and in some instances the Council has made representations to the Local Government Board. This action resulted in each case in the appointment of additional inspectors.

Health
visitors.

The Council obtained, by Section 6 of its General Powers Act, 1908, powers for the metropolitan borough councils, on or at any time after 1st January, 1909, to appoint, in accordance with regula-

* Now included in Vol. III. of the *Annual Report of the Council*.

† *Report by medical officer of health on the sanitary staffs of the Corporation of the City of London and the metropolitan boroughs.* (No. 1494.)

tions to be made by the Local Government Board, suitable women (to be known as health visitors) for the purpose of giving advice as to the proper care and management of young children and the promotion of cleanliness, and of discharging any other duties which might be assigned to them in accordance with the section. The Council is authorised to pay out of the county fund and charge to exchequer contribution account, any sum by way of contribution towards the salaries of any persons so appointed, not exceeding in any case one half of the salary. No fixed proportion of salary is payable by the Council, as in the case of sanitary inspectors, and the Council is thus able to express an opinion as to the suitability and efficiency of any person appointed as a health visitor, and the adequacy of the salary proposed to be given to her. The Council decided to contribute one half of their salaries, provided that there was, after other payments had been made, a sufficient surplus from the exchequer contribution account to enable such contributions to be paid. Owing to the deficiency on the exchequer contribution account, the Council was not able to make such payments for the year 1910-11 and subsequently. Whole time health visitors have been appointed in 12 districts, and in 8 districts the woman sanitary inspector also acts as health visitor.

Health
visitors.

Section 55 (8) of the Public Health (London) Act, 1891, prescribes the infectious diseases which must be notified within the County. They are small pox, cholera, diphtheria, membranous croup, erysipelas, the disease known as scarlatina or scarlet fever, and the undermentioned fevers: typhus, typhoid, enteric, relapsing, continued or puerperal. Section 56 (6) of the Act, enables the Council, with the sanction of the Local Government Board, to make permanent or temporary orders, adding to the number of infectious diseases notifiable under the provisions of section 55. The Council has exercised this power in the case of cerebro-spinal fever (in February, 1907), poliomyelitis and polioencephalitis (in 1911) and glanders, anthrax, and hydrophobia in man (in March, 1909). During the prevalence of the smallpox epidemic of 1901-2 and for a short period in 1910, chicken-pox was also made notifiable. With regard to measles, although cases are not required to be notified, certain sections of the Act as to isolation and conveyance in public vehicles have to be observed. In addition, the Local Government Board has, since 19th September, 1900, required the notification of cases of plague throughout the country.

Infectious
diseases.

Cases of infectious disease have, in accordance with Section 55 of the Act, to be notified to the district medical officers of health, whose duty it is to send, within twelve hours after the receipt of any notification certificate, a copy thereof to the Metropolitan Asylums Board, and the latter is required to forward weekly to the Council a return of the infectious diseases of which it receives notification certificates. These returns are examined by the county medical officer of health, and, when necessary, inquiries are instituted. Special reports are from time to time published by the Council. In accordance with a suggestion made by the Council, the Registrar-General includes, in his periodical returns of births, deaths, and marriages, statistics of notified cases of infectious disease occurring in London, and these are supplied to him by the county medical officer from the returns of the Metropolitan Asylums Board.

Epidemic diseases :—

Under section 13 of the London County Council (General Powers) Act, 1893, the Local Government Board may assign to the Council any powers and duties under the epidemic regulations, made in pursuance of section 134 of the Public Health Act, 1875, which it may consider should be exercised and performed by the Council. Moreover, if the Board is of opinion that any sanitary authority (excluding the City Corporation) is making, or is likely to make, default in the execution of the epidemic regulations, it may assign to the Council, for such time as may be specified in the order, such powers and duties of the sanitary authority under the regulations as it may think fit, and the Council may recover the expenses from the authority.

(i.) Plague and cholera.

Although the Local Government Board has not issued any order under the Act referred to, it has asked the Council from time to time to assist the Board and the sanitary authorities in precautionary measures taken against the spread of epidemic disease. In 1900, when an outbreak of plague occurred in Glasgow, and the Board was apprehensive that it might extend to London, the Council, at the Board's request, provided isolation homes throughout London for the reception of cases suspected to have been in contact with persons suffering or suspected to be suffering from plague. Experts were also engaged to diagnose doubtful cases; and similar arrangements were made by the Council in 1905 and 1907 as precautionary measures against cholera. A plague shelter is still kept in readiness.

(ii.) Small-pox.

The Council has also rendered assistance in checking the spread of small-pox during the outbreaks of that disease in 1893-4, in 1901-2 and in 1911, by watching all suspected cases in common lodging-houses. In addition to constant inspection, the migration to other common lodging-houses of inmates who had been in contact with cases of the disease was stopped, and, with a view to assisting the London sanitary authorities in checking the spread of infection, the Council made arrangements with each borough medical officer of health, under which the Council's medical officer was supplied daily with particulars of all cases occurring in the respective districts. This information was sent on to all the local medical officers, and by this means each medical officer was placed in possession of the history of each case and its movements. In 1893-4, 4,008 cases were reported in London, 275 of which proved fatal. In the epidemic of 1901-2, 9,496 cases were recorded, 1,543 proving fatal. The outbreak of 1911 was less severe, 63 cases being recorded, with 9 deaths. It is satisfactory to note that the Council's action assisted materially in checking the spread of the disease.

The Local Government Board has sanctioned yearly the expenditure incurred by the Council in the precautionary measures taken against the spread of epidemic diseases.

Tuberculosis.

The first steps taken by the Government with regard to the notification and treatment of persons suffering from tuberculosis were comprised in regulations issued by the Local Government Board, as follows :—

(a) The Public Health (Tuberculosis) Regulations, 1903, which made pulmonary tuberculosis a notifiable disease, so far as it affected persons dealt with under the Poor Law.

(b) The Public Health (Tuberculosis in Hospitals) Regulations, Tuberculosis, 1911, which required hospital authorities to notify cases of pulmonary tuberculosis in hospitals.

(c) The Public Health (Tuberculosis) Regulations, 1911, by which all cases of pulmonary tuberculosis were required to be notified.

In 1912 further regulations were issued by the Board, which took effect on 1st February, 1913. The new regulations require that all cases of tuberculosis, and not merely pulmonary tuberculosis, must be notified to the medical officer of health by the medical practitioner who detects the case. In issuing the regulations the Board pointed out that more than one-half of the deaths from non-pulmonary tuberculosis were of children under 5 years of age, and that it was probable that a much higher percentage of persons suffering from non-pulmonary tuberculosis were children of this age. The regulations related to notification only, but by the passing of the National Insurance Act, 1911, the State had made provision for the treatment of tuberculosis in regard to insured persons and their dependants. As the result of representations made on behalf of the County Councils Association that schemes for the treatment of tuberculosis should apply to the whole community, the Government intimated that it would contribute annually one half of the cost of treating the non-insured persons as well as the dependants of insured persons.

The Act provides that—"For the purpose of administering sanatorium benefit, insurance committees shall make arrangements to the satisfaction of the Insurance Commissioners (a) with a view to providing treatment for insured persons suffering from tuberculosis or any other such disease as aforesaid (*i.e.*, any other disease which the Local Government Board may appoint), in sanatoria and other institutions, with persons or local authorities (other than poor law authorities) having the management of sanatoria or other institutions approved by the Local Government Board, which treatment it shall be lawful for a local authority to provide as respects insured persons resident outside, as well as respects those resident within, their area; and (b) with a view to providing treatment for such persons, otherwise than in sanatoria and other institutions, with persons and local authorities (other than poor-law authorities) undertaking such treatment in a manner approved by the Local Government Board, which treatment (including the appointment of officers for the purpose) it shall be lawful for a local authority, if so authorised by the Local Government Board, to undertake." Under the provisions of the Act and also under section 16 (1) (b) of the Finance Act, 1911, the sum of £1,500,000 is available for grants in aid to sanatoria and other institutions for the treatment of tuberculosis, and if any such grant is made to a county council, the Local Government Board may authorise the county council to provide, manage and maintain sanatoria and other institutions, any expenses incurred, so far as not defrayed out of the grant, to be defrayed out of the county fund.

As some doubt existed whether the Council was to be placed on the same footing as the county councils throughout the country and made the authority for carrying out the Act in London, the Local Government Board was approached on the subject, with the result that

Tuberculosis. the Board suggested that the Council should prepare a complete scheme for the treatment of the disease in London, at the same time intimating that the Board would look to the Council to be the central organising authority for the provision of institutional treatment, whether indoor or outdoor. Having regard to the fact that the Metropolitan Asylums Board, being a poor law authority, was precluded by the terms of the Act from being a party to any arrangement with the Insurance Commissioners, the Local Government Board suggested that the Council should put itself in communication with the Metropolitan Asylums Board with a view to the institutions provided by that authority being utilised for the reception and treatment of tuberculous persons. As the result, the Council, as a temporary measure, and apart from the question of the preparation of a general scheme for London, on 17th December, 1912, made arrangements with the Metropolitan Asylums Board for the reception and treatment in the Board's institutions of about 500 persons suffering from tuberculosis. It was agreed that the Council should pay to the Metropolitan Asylums Board the actual cost incurred by the Board in providing the treatment, and that the Insurance Committee for London should pay to the Council a sum not exceeding £1 15s. a week for each insured person treated. A general scheme for dealing with tuberculosis throughout the county was approved in principle on 11th February, 1913, and the details were under consideration at the date of this report.

Houses let in lodgings.

Under the Sanitary Act, 1866, sanitary authorities were empowered to regulate houses let in lodgings. Many authorities had made regulations under the Act of 1866, but these regulations were not enforced and the powers conferred by that Act had therefore been but little exercised. The Public Health (London) Act, 1891, made a material alteration in the law, as the making and enforcing of regulations was made obligatory upon sanitary authorities. The passing of the Act of 1891 led some authorities to review the regulations which had already been made, and in many districts existing regulations were revised and new regulations prepared. When the Act had been in operation for some time, the Council caused enquiries to be made as to the operation of the by-laws in the various sanitary districts in London. It was found that in very few districts had any serious effort been made to enforce them. Having regard to its responsibilities under the Act, the Council made representations to the Local Government Board that in one case in particular the by-laws had not been enforced. Owing, however, to the fact that the sanitary authority had made a by-law allowing discretion as to what houses should be placed on the register, the Local Government Board did not see its way to rule that there had been default under section 101 of the Act. Subsequently the sanitary authority decided to enforce the by-laws. The Council receives from the local medical officers of health particulars of the action in enforcing the by-laws, and has urged upon the sanitary authorities, from time to time, the need of remodelling and enforcing them.

Experience shows that where serious effort has been made to deal under the by-laws with tenement houses occupied by the poor, good results have been obtained, and that difficulties which it was anticipated would

attend this administration have largely disappeared. In dealing with the question of overcrowding, the Council has acted upon the lines of urging on local authorities the desirableness of fixing a "standard" and of allowing no overcrowding in excess of that "standard." At a conference of Public Health authorities in London held on 6th April, 1911, a resolution was passed to the effect that the efficient administration of the law relating to the registration and regulation of houses let in lodgings was a matter of extreme importance to the public health of London.* This may be appreciated when it is known that at the end of 1911 there were 24,965 houses on the registers, and that during that year over 80,000 inspections were made.

The occupation of underground rooms for dwelling purposes has always been a source of abuse. The conditions under which such rooms were permitted to be occupied were prescribed by the Metropolis Local Management Act, 1855, and these provisions remained unaltered until the Act of 1891 came into force. The Act of 1855 distinguished between such rooms occupied separately as dwellings antecedent to the passing of that Act, and those which were first occupied subsequent to 1855. The Act of 1891 attaches more stringent conditions to the separate occupation of underground rooms, and provides that six months after the commencement of the Act these provisions shall apply equally to rooms occupied antecedent to the Act, except that the sanitary authority either by general regulations providing for classes of underground rooms or on the application of the owner of such room in any particular case, may dispense with or modify any of the requirements of the Act, which involve the structural alteration of the building, if they are of opinion that they can properly do so, having regard to the fitness of the room for human habitation, to the house accommodation in the district, and to the sanitary condition of the inhabitants. Any condition, however, which was required before the passing of the Act of 1891, must not be so dispensed with or modified. In the event of the owner of an underground room feeling himself aggrieved by a refusal of dispensation or modification, he may appeal to the Local Government Board. The action taken by each sanitary authority in enforcing the provisions of the Act has been reported to the Council from time to time by the local medical officers of health, and, where necessary, the Council has brought pressure to bear in order to induce the local authorities to carry out the provisions of the Act.

The Housing, Town Planning, etc., Act, 1909, dealt with underground rooms. Section 17 (7) enacts that a room habitually used as a sleeping place, the surface of which is more than 3 feet below the surface of the part of the street adjoining or nearest to the room, is deemed to be unfit for human habitation, if it is not on an average at least 7 feet in height or does not comply with regulations which the local authority may prescribe. New regulations have been made by a number of metropolitan borough councils. Compared with the state of affairs thirty years ago, much progress has been made in stopping the use of underground rooms for living purposes.

* *Notes of Proceedings at a Conference of Public Health Authorities, 6th April, 1911.* (No. 1426.) Price 6d.

Nuisances.

Under Section 22 of the Public Health (London) Act, 1891, the Council possesses special powers for dealing with nuisances caused by the removal, treatment, or disposal of house or street refuse. This section provides that the removal of such refuse by a sanitary authority, when collected or deposited by that authority, shall be deemed to be a business within the meaning of Section 21, and a complaint or proceeding in relation to any such business may be made or taken by the Council in like manner as if the Council were a sanitary authority. It is further provided that any premises used by a sanitary authority for the treatment or disposal of any street refuse or house refuse, as distinct from the removal thereof, which are a nuisance or injurious or dangerous to health, shall be a nuisance liable to be dealt with summarily under the Act, and that, for the purpose of the application thereto of the provisions of the Act relating to such nuisances, the Council shall be deemed to be a sanitary authority. The Council has found it necessary to take action in several cases.

In addition to the before-mentioned powers, the Council is authorised to take action in default of sanitary authorities as regards the removal of nuisances generally.* A nuisance under the Act must be a state or condition which causes, or is likely to cause, danger or injury to health. A leaky roof, damp walls, overcrowding, or keeping animals in an insanitary condition are types of such nuisances. Complaints made to the Council as to insanitary conditions or failures in sanitary administration, are referred, in the first place, to the local authority. If subsequent complaint is made as to the nuisance not having been remedied, the Council arranges for an inspection of the premises.

Nuisances from streets urinals and dust receptacles can be dealt with under special powers obtained by the Council. Section 22 of the Council's General Powers Act, 1904, empowers sanitary authorities to require the reconstruction or removal of urinals or other conveniences opening on to streets and so placed as to be a nuisance; and to require the removal of fixed dust receptacles after movable receptacles have been provided.

**Nuisances
from smoke.**

Nuisances arising from smoke have been specially dealt with by legislation. The nuisances may come from (1) private dwelling houses, (2) trade premises and (3) locomotives. The emission of black smoke from the chimney of a private dwelling house has not yet been made an offence. Amelioration in this direction must be looked for in the growing use of gas and electricity for heating and cooking; also in the use of smokeless fuels and of grates of an improved type. As regards trade premises, under sections 23 and 24(a) of the Public Health (London) Act, 1891, it is an offence to use in premises used for trade purposes a furnace so constructed as not to consume its own smoke, or to use a furnace so negligently that the smoke therefrom is not wholly consumed. Very little advantage can, however be taken of these provisions owing to qualifying words which they contain. Section 24(b) of the Act declares a chimney (not being a chimney of a private dwelling house) sending forth black smoke in such quantities as

* See "Action in default of Sanitary Authorities," pp. 107-8.

to be a nuisance, to be a nuisance within the meaning of the Act, and the maximum penalty provided for is £10. Prosecutions are usually made under this sub-section, but the procedure is somewhat complicated. Nuisances from smoke.

The Council has no direct control over smoke nuisance from trade premises, as the duty rests with the various sanitary authorities, but each year some hundreds of cases of nuisance are noted by the Council's inspectors, and particulars forwarded to the sanitary authorities, with a view to the suppression of the nuisance.

The principal enactments dealing with smoke are inadequate and important amendments are needed to furnish means for dealing effectively with the nuisance. On 15th June, 1909, the Council decided to promote legislation to amend sections 23 and 24 of the Act of 1891 so as to define more clearly what is a nuisance and to simplify the procedure to be taken against offenders. The definition clause was struck out by the Committee of the House of Commons, but provisions were passed enabling the Council (a) to take action in any special case of smoke nuisance at the request of a sanitary authority; (b) to take action in respect of smoke nuisance from premises belonging to or used by a sanitary authority; and (c) to expend a sum not exceeding £500 a year in investigating and advancing measures with regard to smoke consumption and the abatement of smoke nuisance. A report has been prepared on the subject containing suggestions for minimising the nuisance.*

As regards railway locomotives, section 114 of the Railway Clauses Consolidation Act, 1845, requires that every locomotive shall be constructed on the principle of consuming its own smoke, and section 19 of the Regulation of Railways Act, 1868, enacts that, if a locomotive is constructed to consume its own smoke, but fails to do so as far as practicable at the time charged in the complaint, the railway company owning such locomotive shall be deemed guilty of an offence.

It was not until 1899 that any action was taken in London under these Acts. During 1898, at the time of the Welsh coal strike, the railway companies running into London commenced burning bituminous coal, and, finding it considerably cheaper than Welsh coal, continued using it after the strike was ended. Despite warnings from the Council the nuisance of smoky engines still continued, and the Council in 1899 decided to take action under the Acts of 1845 and 1868. The Council's coal officers report any case coming under their notice, and considerable use has been made of the powers in question, with a corresponding marked diminution in this particular form of nuisance. The number of cases and the penalties imposed in certain years have been as follows :

Year ended. 31st March.	Number of prosecutions.				Amount of penalties. £	
1901	76	..	..	..	142	
1902	74	..	..	..	230	
1906	132	..	..	..	325	
1910	48	..	..	..	58	
1913 (Jan. to Dec.) ..	28	..	..	..	58	

* *Smoke Nuisance in London—Report by the chief officer of the Public Control department. (No. 1002). Price 2d.*

Nuisances
from smoke.

The smoke from locomotives on roads is dealt with by section 30 of the Highways and Locomotives (Amendment) Act, 1878, which requires every road locomotive to be constructed on the principle of consuming its own smoke, and penalties are imposed on persons using an engine not so constructed, or an engine not consuming, as far as practicable, its own smoke. The Council on 2nd July, 1901, decided to enforce this section of the Act and successful proceedings have been taken from time to time.

Offensive
businesses.

The first attempt to deal with the danger to public health arising from offensive businesses was contained in Michael Angelo Taylor's Act of 1817. Power was given by this Act to secure the abatement of nuisances arising from slaughterhouses, knackers' yards and pigsties. The restriction of buildings near offensive businesses, and the imposition of a time limit of thirty years for the abandonment of businesses carried on within fifty feet of dwelling-houses, were effected by the Metropolitan Building Act, 1844 (7 and 8 Vict., cap. 84), which also specified the businesses of a soap-boiler, tallow-melter, tripe-boiler, blood-boiler, bone-boiler, fellmonger, and slaughterer of cattle, sheep or horses as offensive businesses. Effective regulation could not be secured with these limited powers, and certain districts in London in which offensive businesses were concentrated (*e.g.*, Greenwich, Bow and Bermondsey) were notorious for the nuisances experienced therefrom. Licensing powers in respect of slaughterhouses within the City had been granted by the City of London Sewers Act, 1851, and more drastic control for the remainder of the London area was made possible by the Metropolis Management Amendment Act of 1862 and the Slaughterhouses, etc. (Metropolis) Act, 1874. Under the former Act all slaughterhouses and cowhouses had to be licensed annually by the justices. The Slaughterhouses Act absolutely prohibited the establishment anew of certain offensive businesses (bone-boiler, blood boiler, manure manufacturer, soap-boiler, tallow-melter and knacker); gave power to the Metropolitan Board of Works to make by-laws regulating offensive businesses, and to declare others to be offensive businesses; and enabled the Board to object to the renewal of the annual slaughterhouse licences. The Board's policy was to reduce the number of private slaughterhouses, and the success of the policy is shown by the reduction of the number from 1,500 in 1874 to 732 in 1888. Many of the premises remaining in 1888 were still quite unsuitable, but not until the Council became licensing authority, in the place of the 17 petty sessional authorities, was it possible to secure uniform treatment throughout London. In the period between 1874 and 1888 the number of other offensive businesses had been reduced from 282 to 180, only 13 new businesses having been sanctioned during that time.

The Public Health (London) Act, 1891, gave increased powers of control over offensive businesses. Section 19 continued the prohibition of the establishment anew of the businesses mentioned above, and forbade the enlargement of the premises on which the existing

businesses were carried on without the sanction of the Council or the City Corporation, as the case might be. Offensive
businesses.

The section also prohibits the establishment anew or enlargement, without such sanction, of the under-mentioned businesses or any of them, viz.—fellmonger, tripe boiler, slaughterer of cattle or horses and soap boiler (but only where the processes in the production of soap do not involve the admixture with alkali of tallow, or any animal fat or oil other than olein); and any other business which may be declared by order confirmed by the Local Government Board to be an offensive business. The businesses of animal charcoal manufacturer, blood drier, catgut maker, fat melter, or fat extractor, glue and size manufacturer, and gut scraper had already been so declared by orders made by the Metropolitan Board of Works, under the Slaughterhouses, etc. (Metropolis) Act, 1874. This Act was repealed by the Public Health (London) Act, 1891, but the orders made thereunder were continued in operation by section 142 of the last-named Act. In addition, the Council in 1904 declared the business of a dresser of fish skins to be an offensive business.

Until 1907 the by-laws regulating the conduct of offensive businesses were those made by the Board of Works under the Act of 1874, but on 27th November, 1907, the Council made amended by-laws under the Public Health (London) Act, for regulating the conduct of the businesses of bone boiler, manure manufacturer, soap boiler, tallow melter, catgut maker or manufacturer, fat melter, fat extractor, glue and size maker, gut scraper, tripe boiler, and knacker. These by-laws,* the most important feature of which was to secure that all offensive processes should be carried on in a closed chamber, have been confirmed by the Local Government Board, with the exception of those relating to the business of a tripe boiler, which the Council finally decided not to put forward.

In dealing with offensive businesses a distinction has been generally made between those businesses connected with the treatment of animal refuse and those in which some chemical process is employed. The former have been left to the local authority to regulate, the latter to the central authority (now the Home Office).

Section 19 (8) of the Public Health (London) Act provides that the right to carry on an offensive business upon any premises shall lapse if the business is discontinued at the premises for a period of nine months or upwards. Sub-sections 2 and 8 of Section 19 of the same Act require any person who may wish to establish anew or to enlarge the area on which he carries on an offensive trade to obtain the Council's sanction thereto. Very few businesses have been thus established anew or enlarged.

Slaughterers of cattle, knackers, and cowkeepers, have also to obtain a licence annually from the Council in accordance with the provisions of Section 20 of the Public Health (London) Act, 1891, as regards premises in London (exclusive of the City of London).

* *By-laws as to offensive businesses.* Price 2d. each set.

**Offensive
businesses.**

The following table shows for certain years the number of licensed slaughterhouses, cowhouses, knackers' yards and registered offensive businesses—

Year.	Slaughterhouses.		Knackers' yards.		No. of registered offensive businesses (other than slaughterhouses and knackers' yards).
	Licences applied for.	Licences granted.	Licences applied for.	Licences granted.	
1889 ...	729	692	—	—	158
1899 ...	419	411	5	5	108
1909 ...	265	264	5	5	84
1912 ...	238	234	4	4	71

The question of the establishment of public abattoirs has on several occasions been before the Council, but no definite decision has been arrived at. The matter is intimately connected with that of a proper system of meat inspection. So early as 1st October, 1889, the Council directed a report to be prepared on the desirableness of establishing public slaughterhouses throughout London, and as to the facilities which such a system would afford for the better inspection of the meat supply. On 4th October, 1898, a report on the whole subject was submitted to the Council suggesting that, as a first step towards ensuring the proper inspection of meat, private slaughterhouses should cease to exist in London and that butchers should be afforded facilities for killing animals in public slaughterhouses. The Council on 31st January, 1899, proceeded to the next business without adopting the recommendation. On 17th July, 1906, the Council considered a report of the Public Health Committee as to the necessity for arranging for an improved system of food inspection. The establishment of food inspection stations and public slaughterhouses was recommended, but the Council once more proceeded to the next business.

In August, 1909, the Local Government Board asked for the observations of the Council on a memorial which had been addressed to the Board on the question of the desirability of establishing public abattoirs in London. As no fresh evidence of a demand for public slaughterhouses was forthcoming, and as there had been a steady decrease in the number of private slaughterhouses in London, the Council, on 30th November, 1909, decided that, having regard to the number of interests involved, investigation of the whole subject by the Government was desirable before any action was taken. The decision was communicated to the Local Government Board.

The Council is empowered, under Section 9 of the London County Council (General Powers) Act, 1908, to make by-laws regulating the businesses of a fish-curer, vendor of fried fish, and rag and bone dealer.

Considerable difficulty has been experienced in framing these by-laws, as great care has had to be exercised in order to avoid undue interference with trade. As the result of lengthy correspondence with the Local

Government Board, by-laws have been drafted and were on 31st March, 1913, awaiting the observations of the Board and of the Home Secretary. Offensive businesses.

Section 53 of the London County Council (General Powers) Act, 1903, prohibits any person from using any yard, building or other premises within the County (but outside the City) of London for receiving or keeping horses for slaughter, or the carcasses of dead horses, without an annual licence from the Council, and enables the Council to grant such licences, subject to such conditions as it may think fit. Only one application for a licence has been received, and that was subsequently withdrawn. Slaughter of horses.

The Council has made by-laws under Section 54 of the same Act, with respect to the mode of conveying the carcasses of dead horses through and along public streets in the County (exclusive of the City) of London.*

The necessity of ensuring a pure milk supply has only come into prominence within comparatively recent years. Cowhouses were required to be licensed annually by virtue of the provisions of the Metropolis Management Amendment Act, 1862, and the Contagious Diseases (Animals) Act, 1878 gave local authorities some limited power as to cleansing cowsheds. The licences were granted at petty sessions, but the Metropolitan Board of Works prepared a series of model regulations which, though having no legal force, were adopted by practically all the justices of the petty sessional divisions. It was not until 1885 that an Order in Council under the 1878 Act enabled local authorities to make regulations for improving the sanitary condition of dairies and cowsheds and for protecting milk from infection and contamination; and powers of inspection were given by an Order of 1886. Regulations were duly made by the Board and dealt with the inspection of cattle in dairies, the lighting, ventilation, cleansing, drainage and water supply of dairies and cowsheds, the cleanliness of milk stores, etc. Under these new powers, the condition of London cows and cowsheds was greatly improved and unsatisfactory dairies, milk stores and milk shops were either closed or their defects remedied. Improved means for handling and conveying milk at the London railway stations were also adopted at the Board's suggestion, and, as a result the spread of zymotic disease by the agency of milk was practically stopped. In 1880 there were 1,044 premises licensed for the keeping of cows; by 1888 the number had been reduced to 720. Milk supply and storage.

The duty of licensing cowhouses was transferred from the justices to the Council by the Local Government Act, 1888, and the Council continued until 1899 to administer (except in the City of London) the Dairies, Cowsheds and Milkshops Orders, and the regulations made by the Metropolitan Board of Works thereunder. The Public Health (London) Act, 1891, repealed the sections of the Acts of 1878 and 1886, under which the orders had been made, but the power of the Local Government Board to make orders was maintained, and the existing orders and the regulations made thereunder continued in force. The London Government Act, 1899, transferred to the metropolitan borough councils the power of registering dairymen and the duty of enforcing the then-existing

* *By-laws as to the Conveyance of Dead Horses.* (No. 833.) Price 1d.

Milk supply
and storage.

regulations under the Orders, or any by-laws which might be made in their place under the Act of 1891, and gave the Council powers of action in default. In connection with the question of registration of dairymen, it may be noted that the Orders did not give the option of refusing to register any premises which were unsuitable for the sale of milk, but an amendment of the law was obtained in the Council's General Powers Act of 1908 which conferred upon borough councils the option of refusal in such cases. The following provisions of the Orders, not referred to in the London Government Act, are, however, enforceable by the Council:—

(i.) Section 7—making it unlawful to begin to occupy as a dairy or cowshed any building not so occupied at the commencement of the Order until provision has been made to the satisfaction of the local authority (the Council) for the lighting, ventilation, cleansing, drainage and water supply.

(ii.) Section 8—making it unlawful to occupy a dairy or cowshed if and so long as provision has not been made for the health and good condition of the cattle, for the cleanliness of milk vessels, and for the protection of milk against infection or contamination.

(iii.) Section 9—prohibiting any person suffering from infectious disease, or in contact with a person so suffering, from taking part in the business of a cow-keeper or dairyman.

(iv.) Section 10—requiring the removal of water-closets, etc., ventilating into milkshop premises.

(v.) Section 11—prohibiting the use of a milkshop or milk store as a sleeping apartment.

(vi.) Section 12—prohibiting the keeping of swine in a cowshed or milk store.

(vii.) Section 15—prohibiting the milk from a diseased cow being (a) mixed with other milk; (b) sold or used for human food; or (c) sold or used for food of animals unless boiled.

The Dairies, Cowsheds and Milkshops Order of 1899 extended the definition of disease for the purpose of paragraphs (a) and (b) of section 15, above, so as to include, in the case of a cow, such disease of the udder as should be certified by a veterinary surgeon to be tubercular.

The Council has appointed a veterinary inspector for the purposes of the Dairies, Cowsheds and Milkshops Order of 1899. He examines the cows in London cowsheds at intervals of three months, and suspected cows at more frequent intervals, and reports as to cases of tubercular disease of the udder.

The question of the sufficiency of control afforded by the existing Orders has engaged the attention of the Council, who suggested to the Local Government Board in January, 1908, the desirableness of the issue under the provisions of Section 28 of the Public Health (London) Act, 1891, of a new Order, but the Board had not at the date of this report taken action in the matter.

The number of licensed cowhouses in 1899 was 330, and in 1912, 180.

In addition to pressing upon the Government the necessity of dealing with the important question of the milk supply of London, the Council has promoted and secured legislation for preserving the purity of the supply. The action taken in this direction may be summarised as follows:—

(i.) By the London County Council (General Powers) Act, 1904, the Council obtained powers to seize and slaughter, on payment of com-

pensation to the owner, any cow in a London cowshed, suspected of tuberculosis of the udder. 22 animals were so slaughtered during 1912. Milk supply and storage.

(ii.) By the London County Council (General Powers) Act, 1907, the Council obtained powers to take within and outside the county and examine samples of milk entering London; to proceed to the place from which any sample proving tuberculous was sent to London; to examine the cows thereat and if any were found affected with tuberculosis of the udder, to prohibit the sending into London of further supplies of milk. The Act also contains provisions for the isolation of cows suffering from tuberculosis of the udder, and for notice to be given of such cows to the Council's medical officer. In addition to the powers obtained by the Act of 1907, the Council sought for powers to deal with milk contaminated with filth, but these proposals were not proceeded with owing to their controversial nature.

Between the date of the coming into operation of the Act of 1907, on 1st July, 1908, and 31st March, 1913, the examination of 11,258 samples of milk has been completed, with the result that 1,131 or 10 per cent. proved tuberculous. The milk came from twenty-eight different counties. The Council's veterinary inspector visited 2,187 farms situated outside the County of London, and 59,616 examinations of cows were made. 642 cows (or 1·1 per cent.) were found to have tuberculous udders. In such cases a promise was obtained that the use for human consumption of milk from the cows thus affected would be discontinued.

(iii.) In 1908 the Council again promoted legislation to enable the Council to take samples of milk on arrival in London, and to take the necessary measures for excluding from London milk which, on examination, was found to be so dirty as to be unfit for human food, and to enable sanitary authorities in London to take samples of milk within their districts at other than railway premises, and to prevent, by penalties or otherwise, the sale of milk which, on examination, was found to be so dirty as to be unfit for human food. These provisions were deleted from the Bill on second reading in the House of Commons, as the President of the Local Government Board intimated that he intended to bring in a general bill dealing with the milk supply of the country.

(iv.) In 1909, as the Government Bill had not been introduced, the Council proceeded again with its proposals. These proposals were again withdrawn from the bill, in March, 1909, on the President of the Board again undertaking to bring in a bill. The Government's Milk and Dairies Bill was introduced shortly after, but was not proceeded with.

(v.) In 1910 the Council again promoted clauses dealing with milk supply, and with further proposals relating to tuberculous milk. The clauses dealing with tuberculous milk provided, *inter alia*, that the provisions of part iv. of the London County Council (General Powers) Act, 1907, with respect to cows suffering from tuberculosis of the udder and to the milk from such cows should extend and apply to any cow suffering from any form of tuberculosis with emaciation or giving tuberculous milk and to the milk from any such cow. The whole of the Council's proposals were again struck out of the General Powers Bill in the House of

Milk supply
and storage.

Commons on the ground that any legislation dealing with the milk question should apply to the whole of the country, and not to London alone.

(vi.) As no further action had been taken by the Government in 1911, the Council decided to urge the President of the Local Government Board to introduce a bill without further delay.

(vii.) Later in 1911, the Council had under consideration the final report of the Royal Commission appointed to inquire into the relations of human and animal tuberculosis. The conclusions arrived at may be briefly summarised as follows: (1) that man must be added to the list of animals notably susceptible to bovine tubercle bacilli; (2) that mammals and man can be reciprocally infected with tuberculosis; and (3) that "there can be no doubt that a considerable proportion of the tuberculosis affecting children is of a bovine origin, and particularly that which affects primarily the abdominal organs and the cervical glands," and that the evidence which has been accumulated "goes to demonstrate that a considerable amount of the tuberculosis of childhood is to be ascribed to infection with bacilli of the bovine type transmitted to children in meals consisting largely of the milk of the cow."

Having regard to the terms of the report, and to the fact that the Government had taken no further action in regard to the promotion of legislation dealing with milk supply, the Council on 2nd April, 1912, decided to ask the President of the Local Government Board to receive a deputation from the Council and members of Parliament representing London constituencies, with a view to the promotion of general legislation to deal with the milk supply of the country, or failing such general legislation, the promotion of special legislation with regard to London. The President of the Local Government Board received a small deputation from the Council on 22nd November, 1912, and stated that he was in general agreement with the Council in the matter and that he proposed to introduce a bill to deal with the subject. The bill was introduced early in the session of 1913, but was dropped before second reading stage was reached.

Food supply.

The Council has from time to time considered the question of bringing under control premises in London on which food is sold or prepared for sale. In the London County Council (General Powers) Act, 1908, Section 8 (1), authority was obtained to secure that any room or place in any sanitary district in or upon which any article, whether solid or liquid, intended or adapted for the food of man is sold or exposed for sale or deposited for the purpose of sale or of preparation for sale or with a view to future sale, should be so situated and maintained as to minimise the risk of contamination of the food prepared therein. Section 101 of the Public Health (London) Act, 1891, empowering the Council to act in default of a sanitary authority is applied to the provisions dealing with such premises.

A proposal to apply similar provisions to foodstuffs sold on barrows and stalls by costermongers, was considered by the Council, but not proceeded with.

The Council obtained powers under the London County Council Food supply. (General Powers) Act, 1902, Part VIII., prohibiting the manufacture, sale or storage of ice-creams or any similar commodity under conditions likely to give rise to infection or contamination, and requiring every itinerant vendor of such commodity to exhibit on his barrow a notice showing the name and address of the person from whom he obtains such commodity; if the vendor is himself the manufacturer he must exhibit his own name and address. The duty of recovering and receiving penalties has been placed upon the sanitary authorities, but the Council is empowered to institute proceedings in the event of any sanitary authority not doing so. The provisions of this section of the Act are now applied to some thousands of premises and are by no means limited to premises occupied by itinerant vendors. A précis of the provisions of the Act has been printed in Italian for distribution amongst Italian ice-cream vendors.

The provision made for cooking in tenement houses being found in many instances to be unsatisfactory, the Council obtained authority in its General Powers Act of 1908, to require in houses thereafter adapted as tenements, provision of accommodation for cooking. In most instances in these buildings, food is stored in cupboards, but, save in exceptional cases, there exist no means of ventilation, other than through the cupboard door opening into the room. To remedy these conditions the Council in the same Act obtained authority to enable London sanitary authorities to require suitable accommodation to be provided for the storage of food in houses thereafter adapted as tenements.

There are in London many houses originally built to accommodate one family, but subsequently let in separate tenements, and in most of these houses the only water supply is on the basement or ground floor, and thence all water required by tenants of the upper floors has to be obtained. The tendency to limitation of use of water which these conditions of necessity foster, is a serious matter from the point of view of health, and the Council in its General Powers Act of 1907 obtained power enabling London sanitary authorities to require owners of tenement houses to make reasonable provision for the supply of water to all the tenants. The Council can act, if necessary, in default of a sanitary authority. Considerable use has been made of these powers in most boroughs.

Section 19 of the Local Government Act, 1888, provides that the Council may cause a representation to be made to the Local Government Board in regard to matters affecting the public health of any district. In cases in which default has arisen on the part of a sanitary authority, the Council has, however, preferred to make use of the larger powers conferred by Sections 100 and 101 of the Public Health (London) Act, 1891, the provisions of which have also been applied by later Acts to various matters. Section 100 provides that the Council, if satisfied that any sanitary authority has made default in doing its duty under the Act with respect to the removal of any nuisance, the institution of any proceedings, or the enforcement of any by-law, may institute any proceedings and do any act which the authority might have instituted or

Accommodation for cooking and storage of food.

Water supply to tenement houses.

Action in default.

Action in
default.

done for that purpose, and shall be entitled to recover from the sanitary authority in default all such expenses in and about the said proceedings or act as the Council incurs, and are not recovered from any other person and have not been incurred in any unsuccessful proceeding. Section 101 provides that, where complaint is made by the Council to the Local Government Board that a sanitary authority has made default in executing its duty with regard to the enforcement of any provisions of the Act or of any by-law thereunder, the Board shall, if satisfied that the authority has been guilty of the alleged default, and that the complaint cannot be remedied under the other provisions of the Act, make an order limiting a time for the performance of the duty, and if such duty is not performed within that time, the order may be enforced, or the Board may appoint the Council to perform the duty and recover the expenses from the defaulting authority. These powers of action in default do not extend to the City of London.

Common
lodging
houses.

Reference is made on p. 124 to the circumstances in which the Common Lodging Houses Act, 1851, was passed. This Act, and an amending Act passed in 1853, were essentially sanitary Acts, dealing with houses to which the very poorest class resorted, and with conditions in which members of that class herded together. Whilst the well-being of the inmates was had in mind, it can hardly be doubted that the safeguarding of the general health of the community was equally one of the objects of the Acts. Infectious diseases have often found a fruitful seed-bed in common lodging-houses, and the enforcement of sanitary conditions in these places was dictated in the interests of public health as much as of those of the lodgers. In London, the Commissioner of Police of the Metropolis was the "local authority" for enforcing the Acts (and continued so for more than 40 years), although in other parts of the country the sanitary authority administered the Acts. The fact that the unruly elements usually found in common lodging houses were more evident in the case of London, and that the police desired to keep in close touch with places which harboured the thief and the criminal was no doubt one of the reasons for this special treatment of London.

The Acts of 1851 and 1853 required the local authority to keep a register of all common-lodging houses; enabled it to make regulations and to impose penalties for breach of the regulations, and to require a certificate of character from keepers of lodging houses; and compelled the keepers to cleanse periodically the rooms of the house, to give notice of infectious diseases, and to provide a proper water supply. Once the house was upon the register, however, there was no means whereby it could be removed therefrom, although, in the case of the keeper of the house, three convictions for offences against the Acts might disqualify the person for five years from acting as a keeper.

The administration of these Acts early engaged the Council's attention. Unsuccessful endeavours were made in 1890 and 1891 to effect an alteration by means of amendments to the Public Health (London) Bill. In February, 1892, the Council suggested to the Local Government Board that the registration of common lodging houses

should be annual, and that the Council should be the authority for making regulations to be enforced by the sanitary authorities. In the result, the Board exercised the powers conferred by section 10 of the Local Government Act, 1888, and by the County of London (Common Lodging Houses) Order, 1894, transferred to the Council the powers and duties of the police in this matter. Experience soon convinced the Council that a large number of the common lodging houses registered under the old Acts were quite unsuitable for the purpose, not only from a health point of view, but also on account of the serious danger to the lodgers in case of fire. In 1897 and 1900 the Government was urged to obtain an amendment of the law, but, as promised legislation was not forthcoming, the Council in 1902 itself sought, and obtained in part IX. of the London County Council (General Powers) Act, 1902, powers to deal with the question. The most important provisions of this Act were those requiring all common lodging houses to be licensed annually and empowering the Council to refuse a licence on the grounds (a) that the person applying to be licensed was not a fit and proper person, and (b) that the premises were not suitable or suitably equipped. The annual licensing meeting is held in June. The Council was also authorised to make by-laws and in 1903 comprehensive by-laws* were allowed dealing with the number of lodgers in each room, the separation of the sexes, the cleansing and ventilation of rooms, beds and bedclothes, the proper maintenance of urinals and waterclosets, provision for washing, and precautions against fire and infectious diseases. The necessary alterations in the older type of houses were gradually effected, so that at the present time a high standard of cleanliness, comfort and safety has been secured.

The Council obtained power under Part V. of the London County Council (General Powers) Act, 1907, to require the cleansing of verminous persons who frequent common lodging-houses, but, owing to the procedure prescribed, effective action is difficult. Section 79 of the same Act requires a keeper of a common lodging house, who does not reside on the premises or does not personally manage the same, to cause a responsible deputy to reside thereat and to have the management thereof during the absence, or in lieu, of the keeper. This has proved useful.

The question what is a "common lodging house" has given some trouble to the Council. There is no definition in the Acts of 1851 and 1853, and, although the term was defined in the Common Lodging Houses (Ireland) Act, 1860 (now repealed), and in the Public Health (Scotland) Act, 1897, no statutory definition has ever been applied in the case of England. The question first arose with the Council when dealing with the free shelters and homes conducted by the Salvation Army and other similar societies. It had been laid down in the case of *Booth v. Ferrett* (25 Q.B.D., 87) that a house to be a common lodging house must be kept for purposes of gain and be open to all comers, and consequently shelters not conducted for a profit had not been registered or regulated in any way. A conference on the spread of

* *By-laws in respect of common lodging houses within the County of London.* (No. 646.) Price 2d.

Common
lodging
houses.

disease by vagrants held in 1894 unanimously declared in favour of common shelters being brought within the law relating to common lodging houses. Experience convinced the Council that there was great need of supervision of these places, and in 1899 it brought test cases, in order to decide whether shelters and Rowton Houses* were common lodging houses. The summonses were dismissed on the grounds that the shelters were not kept for purposes of gain, and that Rowton Houses were not common lodging houses. No further action was taken in the case of the Rowton Houses, but the other cases were taken to the High Court, which decided that the decision in the case of *Booth v. Ferrett* was wrong, and that the shelters were common lodging houses. In 1904 the question again arose in connection with the Providence-row shelter, in which the keeper contended that the premises were not a common lodging house because no charge was made for admission. The High Court decided in favour of the Council, but this decision was overruled in 1905 by the Court of Appeal in the case of *Parker v. Talbot*, which related to the same shelter, but to which the Council was not a party. The decision of the Court of Appeal was based on the definition of a common lodging-house in the repealed Irish Act of 1860, which extended to Ireland the provisions of the English Acts of 1851 and 1853. The Court held that a common lodging-house in the English Acts meant "a house in which persons are harboured or lodged for hire."†

Following upon the strong expression of opinion in the Departmental Committee on Vagrancy as to the absolute necessity for some sanitary control over shelters, the Council sought power, in its General Powers Bill of 1907, to bring within the scope of the Common Lodging Houses Acts shelters, mission halls and charitable institutions receiving persons without payment or for a lengthened period, but the clauses were dropped. The result is that shelters, etc., at which no charge is made for admission, are not subject to the Council's inspection and control.

The number of registered common lodging houses at the time the work of administration was transferred to the Council was 626. By 1902 this number had been reduced to 491. The number of licences issued in certain years since has been as follows:—1903, 470; 1905, 413; 1907, 395; 1909, 383; 1911, 304; 1912, 304. Although the number of houses has been reduced, the tendency has been for a larger house to take the place of a number of smaller houses, so that the total accommodation for persons of the common lodging-house class has not much diminished. The accommodation in 1895 was 29,574; in 1912, 27,110.

Proceedings have been taken by the Council for breaches of the Acts or by-laws in 255 cases, and fines amounting to £946 0s. 7d., with £248 11s. 6d. costs, have been imposed.

Seamen's
lodging
houses.

The Council is empowered by section 214 of the Merchant Shipping Act, 1894, to make by-laws with regard to seamen's lodging houses, the

* Rowton houses are hotels for working men, and are intended to offer better accommodation than common lodging houses, at the same price. They were started in 1892 by Lord Rowton. There are six of such houses, providing accommodation for about 5,000 lodgers.

† The decision of the Court of Appeal so far as it related to the definition in the first Act, was re-affirmed on 13th December, 1913, in the case of the *Council v. Hankins*.

powers being given to local authorities with the view of protecting seamen from imposition and fraud whilst on shore. At the time of the passing of the Act a few seamen's lodging houses were registered as common lodging houses, but the majority (about 200) were under no control. The question of supervision was particularly considered by the Council in connection with precautions taken to prevent the importation of plague into London, and the Council in June, 1901, made by-laws. These provided for the licensing and inspection of the houses, imposed sanitary conditions very similar to those in the common lodging house by-laws, with special prohibitions against licensing public-houses or beer-houses, or granting licences to persons engaged in the sale of seamen's clothing. Unless, however, an Order in Council were issued, it was optional for a keeper to apply for a licence, and the Board of Trade at that time were desirous of seeing how the by-laws worked, before applying for such an Order. The licensing provisions proved a failure, as only two applications were made during eight years, and in July, 1909, the Council applied to the Board of Trade for the necessary Order in Council whereby only duly licensed persons should keep seamen's lodging houses. The main objects which it was hoped would be attained by licensing were better supervision over the structure of the house, more control over the keepers personally, prevention of over-crowding in the Chinese colony at Limehouse, and improvement in the means of escape in case of fire. Amended by-laws were approved* and the Order was made on 19th February, 1910. Under the new by-laws opium smoking was included in the list of offences for which a licence might be suspended or revoked. The by-laws apply to the whole of the County.

As to what constitutes a seamen's lodging-house, the Board of Trade has been advised by the Law Officers of the Crown that the reception of a single seaman does not constitute the house a seamen's lodging-house, within the meaning of the Merchant Shipping Act, as there must be something in the nature of a course of business.

At the time when the new by-laws were made there were 86 seamen's lodging houses, with accommodation for 1,578 seamen. Of these houses, 12 formed part of public-houses and beer-houses or were managed by persons interested in the sale of intoxicating liquors or of seamen's clothing. At the licensing meetings in 1910, 57 licences were granted and 5 refused; a considerable number of houses having been voluntarily closed after the new by-laws came into force. Some difficulty was also experienced with the keepers of Chinese lodging-houses who declined to apply for licences, but the result of proceedings in a number of cases had the desired effect. In 1911, 36 licences were granted, and in 1912, 37, with accommodation for 1,066 lodgers.

Since the by-laws were first made, proceedings have been taken for breaches of the Order and by-laws in 72 cases. Penalties amounting in all to £290 3s. 6d. with £76 13s. costs were imposed.

* *By-laws as to seamen's lodging houses* (No. 1,304.) Price 1d.

Cleansing of
dirty or
verminous
rooms.

Section 19 of the London County Council (General Powers) Act, 1904, enables sanitary authorities to cleanse or destroy articles in houses which are in such a filthy or unwholesome condition that health is endangered thereby. The owner is to be reasonably compensated for any articles destroyed. Under section 20 of the same Act where any house appears to a sanitary authority to be verminous, the owner or occupier may be required to cleanse the house, and, if necessary, to remove the wall paper. In case of default, the sanitary authority may do the work and recover all reasonable costs from the person in default. During 1911, over 10,000 rooms were so cleansed.

Cleansing of
adults and
children.

The prevalence of vermin upon the body is not merely a personal matter for the individual affected, but is generally a public nuisance. With children the question may be serious, as the health is often affected by loss of sleep, etc. The cleansing of verminous adults is not yet compulsory, but under the Cleansing of Persons Act, 1897, a sanitary authority may provide facilities for the voluntary cleansing of persons affected by vermin. The use made by London sanitary authorities of this power has been very gradual, but more attention has been paid to the subject during recent years and most local authorities now make some provision for cleansing. More than 15,000 adults were cleansed in 1911.

The first steps in the direction of seeing to the personal cleanliness of school children were taken in 1889 under the late School Board, when, by the generosity of a manager, spray baths were provided at one of the schools. Here the children were bathed before commencing school work each morning. The question of the provision of spray or washing baths in the schools generally was considered by the Council, but, owing to the very large expenditure involved it was decided in 1906 not to proceed further in the matter. Slipper baths were, however, provided by the Council at two schools in Whitechapel.

With regard to the cleansing of verminous heads, the School Board, in 1903, instituted a scheme whereby the children were examined by nurses and notice sent to the parents of children found to have verminous heads. This scheme was ultimately extended to the whole of London, and under the school attendance by-laws the Board refused admission to children who attended school in an unclean condition and instituted proceedings against the parents.

Experience showed, however, that compulsory powers were necessary in order to deal promptly and effectually with verminous children. Moreover, the scheme was limited to dealing with the heads of children, and no provision was made for securing cleanliness of the body and clothing. By the London County Council (General Powers) Act, 1907, powers were obtained (a) to examine the clothing of children attending public elementary schools; (b) to require parents to effect the cleansing within 24 hours of the receipt of notice; (c) in default of the parent taking action, to remove the child for cleansing in suitable premises; and (d) to arrange with the metropolitan borough councils for the use of premises provided under the Cleansing of Persons Act, 1897. Further powers in this direction were conferred by the Children Act, 1908, the most important being that of imposing

penalties on parents who allowed their children again to become verminous after they had been cleansed. The duties of examination and cleansing are placed on local education authorities, and the stations and apparatus provided by the borough council under the Cleansing of Persons Act, 1897, may be used by the education authorities on agreed terms.

Cleansing of
adults and
children.

As all metropolitan borough councils have not adopted the Cleansing of Persons Act or would not enter into agreements, it became necessary for the Council to establish its own stations for the cleansing of children. In October, 1909, three experimental stations were so established—at the Pulteney School, Strand (subsequently transferred to Bath-street, Finsbury), the Chaucer School, Bermondsey, and at Finch-street, Whitechapel. One other has since been opened, and two more are contemplated. Ultimately, 24 cleansing stations will be provided. Pending the completion of the arrangements in some districts, the cleansing scheme as to heads only is in operation. By virtue of the powers conferred by the Children Act, the Council had by 31st March, 1913, also entered into agreements with 16 metropolitan borough councils for the use of premises and appliances for cleansing. These agreements stipulate that the sanitary authority shall cleanse children attending elementary schools who shall be sent to the station by the Council, usually at the rate of 2s. a head for any number of cleansings to the end of the calendar month from the date of the child's first cleansing.

For the purpose of carrying out the scheme for cleansing school children, a nurse is placed in charge of a district containing from 7 to 15 schools, according to the condition of the neighbourhood. The schools are visited in turn and at least once a month. At these visits the nurse examines the children for any unsatisfactory condition of person (heads, bodies and clothing), and applies the cleansing schemes. Homes of verminous children are also visited by the medical officer of the district, and, if found to be unclean, he deals with them under Part IV. of the Council's General Powers Act of 1904 already referred to. Much success has attended the work. The numbers of children examined, etc., are shown in the following table:—

	Cleansing of heads.		Cleansing of bodies and clothing.	
	1911.	1912.	1911.	1912.
Number of children examined	69,914	64,251	251,592	630,359
" " found verminous	9,952	10,148	14,893	23,573
" " proposed for exclusion	4,874	4,883	—	—
" " cleansed	—	—	5,209	10,348
Percentage found verminous	14·2	15·8	5·9	3·7

Two important branches of the Council's remedial work in connection with the health of school children are those relating to the provision of meals for necessitous children and the medical inspection and treatment of children.

Feeding of
school
children.

The work of providing meals for necessitous children in London was originally carried out on a voluntary basis. Under the School Board

**Feeding of
school
children.**

for London free meals were provided by voluntary associations which were in close contact with the Board by means of a central organisation—the London Schools Dinners Association—formed in 1890. For the year ended March, 1889, it was estimated that out of 506,000 children at elementary schools, 55,000 were in want of food. In 1895 and 1898 Committees of inquiry into the provision made for school meals were appointed by the Board, who, after consideration of the report of the latter committee, arrived at the conclusion that general charity was sufficient to meet the needs of the children, that no expenditure ought to be met from public funds, but that charitable agencies should be so organised as to carry on the work efficiently. A permanent joint Committee on Under-fed Children was formed in 1900, as a medium of communication between managers of schools in want of funds and societies who would supply the funds. This Committee was continued by the Council when it took over the work of the School Board in 1904. On 11th April, 1905, the Council instructed the Education Committee to consider the desirability of obtaining parliamentary powers to provide food for necessitous children in rate-supported schools, and on 14th July, 1905, it decided to conduct experiments at five cookery centres, with a view to enabling children to obtain school meals, the cost to be recovered from parents or charitable funds. The experience so gained was placed at the disposal of the Select Committee of the House of Commons in March, 1906, who were then considering a bill for the provision of school meals. This bill became law on 21st December, 1906, under the title of the Education (Provision of Meals) Act, 1906. Under the Act local education authorities are empowered to supply, and to organise the supply of, meals to necessitous children, provided that the amount spent on the purchase of food does not exceed the produce of a $\frac{1}{2}$ d. rate. The Council at first decided to continue to rely on voluntary subscriptions for the provision of food, whilst paying out of the rates for the supply of equipment and the hire of dining centres. Subscriptions fell off, however, and on 22nd December, 1908, the Council decided to apply to the Board of Education for sanction to adopt the Act of 1906 in its entirety.

The Council in 1909 appointed a new sub-committee—now known as the Children's Care (Central) Sub-Committee—to superintend the administration of the Act. Local committees—Children's Care (School) Committees—were also gradually formed and there is now one for every elementary school under the control of the Council. The scope of the care committees' work has since 1909 been considerably enlarged and is not now confined merely to the provision of meals. The number of members (all voluntary workers) of these committees is about 6,000. The committees are grouped under 27 "local associations of care committees," who disburse the moneys advanced by the Council. The dining centres are held in buildings hired by or lent to the Council, or in the school halls. The equipment for the dining centres is supplied by the Council, and equipment to the value of about £10,000 is now in use at some 480 centres. The food is supplied either from the Council's cookery centres or by caterers. In 1912, the Alexandra Trust provided about 4,200,000 meals for children, the cost for each dinner being 1.8d. and for each

breakfast 1.44d. The following table shows the average weekly number of children fed :—

Feeding of school children.

Season.	Number of Schools (out of a total of 1,052)	Average weekly number of children now fed and meals provided.	
		Children.	Meals.
1900-1	170	18,857	Not recorded
1903-4	201	23,842	56,109
1906-7	290	29,334	74,423
1908-9	697	39,632	166,766
1910-11	889	41,672	203,461
1911-12	908	36,897	183,244
1912-13	924	41,529	211,386

The highest number fed in any one week in 1912-13 was 47,265, as compared with 44,954 in 1911-12.

Power is given by Section 2 (1) of the 1906 Act for the recovery from parents of the cost of meals. No hard and fast rule for determining "necessity" has been adopted by the Council, *e.g.*, by adopting a standard of a minimum wage earned by the parents of the child. The Council's scheme has been carried out so well, however, that very few "non-necessitous" children are fed out of the rates. During 1910-11 the cost of meals was recovered from 105 parents and during 1912-13 from 164. One penny is fixed as the amount to be charged for each breakfast and 1½d. for dinner. The high figure for 1912-13 was due to the strike of transport workers.

The Education Act, 1870, was confined exclusively to the training of the mind and character of the child. In the absence of any statutory powers, no organised attempt was made by the School Board for London to deal with the question of the medical treatment of children attending public elementary schools. Much useful work, however, was done by the Board in this direction by including among the duties of school managers that of fostering the health of children under their care, and also in testing the vision of children. A medical officer for education was appointed in 1889, and the work of medical inspection grew so rapidly that even before 1907, this staff had increased to two whole time officers, two half-time officers, and twenty-one quarter-time officers. This was due largely to the passing of special Acts of Parliament from 1893 onwards, for dealing with mentally and physically afflicted children, inasmuch as each child admitted to a special school had to be medically certified to be unfit for admission to ordinary elementary schools. Up to 1907 the work performed by the staff was inspection of the physical condition of abnormal children, advice to parents as to remedies, reports on hygienic conditions of the schools, statistical surveys of ailments and defects in the child population, and dealing with epidemics. In that year the Education (Administrative Provisions) Act made an important alteration in the position of local education authorities in connection with the health of children.

Recovery of cost of meals.

Medical inspection and treatment of children.

Medical
inspection
and treat-
ment of
children.

The Act of 1907 has two distinct sides : (a) medical inspection, which is compulsory ; (b) medical treatment, which is optional. With regard to the former, the Act provides that the powers and duties of a local education authority shall include " the duty to provide for the medical inspection of children immediately before, or at the time of, or as soon as possible after, their admission to a public elementary school," and, as regards medical treatment, the powers and duties in question include " the power to make such arrangements as may be sanctioned by the Board of Education for attending to the health and physical condition of the children educated in public elementary schools." The Council was faced with the difficulty that while medical inspection was clearly not of much use without medical treatment, the Act placed no funds at its disposal either for the compulsory work of inspection or the optional work of treatment. A limited scheme of inspection was provisionally accepted by the Board of Education in 1908, but, after the issue of the School Code for 1909, much more extended provision had to be made for systematic inspection. As finally approved, the scheme ensured that from 1st January, 1911, every child would be seen by the school doctor during its first year at school, those displaying obvious defects being individually examined, and that all children of the ages of eight to nine and twelve to thirteen would be individually examined.

The question of medical treatment was carefully considered by a special sub-committee appointed in July, 1907. This sub-committee arrived at the conclusion that additional provision was necessary in London for the treatment of such affections as defective vision, ear ailments, dental caries and ringworm. There were two methods by which provision might be made for dealing with defects found on inspection :— (a) through existing voluntary agencies ; (b) by the establishment of school clinics directly provided by the Council. After much discussion, the Council finally decided (on 30th November, 1909) to utilise institutions of the type then existing for the treatment of these cases, giving financial help if necessary in return for special facilities, and to consider whether it should not itself make the provision in districts where no suitable institutions existed. Negotiations were accordingly entered into with the various hospitals for the treatment of children suffering from defective vision, ear, nose and throat ailments and from ringworm. As a result, the Council was able in the first instance to enter into agreements with a sufficient number of hospitals to cover a large part of London. In districts where no hospitals were available, it was necessary to adopt other methods, and in certain districts agreements were entered into with committees formed by the local medical practitioners for the purpose of co-operating with the Council in this work. Centres were thus provided at which children could be medically treated, it being a condition in the agreements that the premises should be open to inspection by the Council, and the qualifications of the doctors should be approved by it.

It will be obvious that a scheme of such magnitude could not be organised without considerable difficulty, and many defects were

apparent when the scheme had been in operation for some time. Experience showed that there was need for the co-ordination of the work of medical inspection and treatment and for co-operation between the Council's officers and the staff of the institutions included in the scheme, the prevention of leakage between the stages of inspection and treatment, the following up of the cases after attendance at the institutions to which they were referred, and the provision of treatment nearer the homes of the children than was then possible. As the first steps towards co-ordination, the Council re-organised the whole of its medical work, and adopted a scheme by which full-time medical assistants superseded almost entirely the part-time school doctors previously engaged. In August, 1912, the full-time system was extended to the whole of London. Many other changes were also made with a view to making the scheme more adequate.

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inspection
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ment of
children.

London is now divided into four districts, each under the supervision of a divisional medical officer. In place of 100 part-time school doctors there are 30 full-time school doctors, and the services of four quarter-time school doctors have been retained. The school medical staff consists of 62 officers, viz., the school medical officer, who is also county medical officer of health; a deputy medical officer of health and deputy school medical officer; a medical research officer; 6 full-time assistant medical officers; 7 part-time assistant medical officers; 11 full-time medical assistants; 6 part-time school doctors; and 8 part-time inspecting dentists. Two of the full-time assistant medical officers are engaged in the supervision of the work of medical inspection, and four carry out special duties in regard to epidemic outbreaks, special schools, higher education, first aid, home nursing, etc. The 7 part-time medical officers devote their time to special schools, secondary schools, ophthalmic, aural, orthopædic, tuberculosis, and dental work. A permanent nursing staff of 97 is also engaged in the work.

By January, 1910, arrangements had been made with six hospitals and during that year the facilities were extended by the addition of nine hospitals and three medical treatment centres, provision being made for the treatment of 26,000 children a year. In August, 1911, a scheme was submitted to the Board of Education providing for arrangements being made with ten hospitals, and for the establishment of eleven new medical treatment centres. Lengthy negotiations took place with the Board as to the constitution of the treatment centres. Arrangements in general agreement with those suggested by the Board were approved by the Council on 23rd July, 1912. At the end of 1912, treatment was being given at 11 hospitals and 17 centres for 73,058 children at an estimated cost of about £20,000. For the year ended 31st July, 1912, 16,670 eye, 9,814 ear, nose and throat, and 1,112 ringworm cases were treated. Under the scheme, as re-organised, it is possible to secure prompt and continuous attendance at the hospital or centre without avoidable leakage and waste, to arrange satisfactorily for the re-examination of children after treatment and for their subsequent supervision.

The responsibility for the health of children rests with their parents, and consequently, in the first instance, arrangements are not made for

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ment of
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children to attend hospitals until it has been ascertained that the parents are unable to obtain treatment in other ways. In this connection much useful work is done by the Children's Care (School) Committees who are able to get in touch with the homes of the children, and to give advice and assistance in matters affecting their welfare.

Under the Local Education Authorities (Medical Treatment) Act, 1909, a local education authority is required to make a charge to the parent of a child who receives medical treatment. The Council has experienced some difficulty in giving effect to this provision. In the first instance, the charges were as follows:—3s. for each attendance at the hospital in respect of ringworm cases; 1s. 8d. in respect of ear, throat and nose cases; and 1s. 4d. in respect of eye cases, provided that the total charges for each child should not exceed 15s., 5s., and 4s., respectively. Where the parents' circumstances were such as to render them incapable of paying the charges, the charges were reduced or remitted. Later it was found expedient to make a uniform charge of 1s. for eye, ear, nose, throat, ringworm and dental treatment. In cases of minor ailments, a uniform charge of 3d. a child is made. A charge of 1d. only is made in case of necessitous children, or it may be remitted altogether.

There were at the end of July, 1912, six centres in London for dental treatment. Six inspecting dentists, with one exception, are also engaged at the treatment centres. For the year ended 31st July, 1912, 16,000 children were inspected; 12,000 of these, or 75 per cent., required treatment.

Dental
hygiene.

In addition to giving facilities for dental treatment, the Council has devoted considerable attention to providing instruction in dental hygiene. This subject is now included in the syllabus of instruction used in the Council's training colleges, and lectures thereon are given to students, teachers and others. Tooth-brush clubs have been established, and the children are encouraged to make small weekly contributions for the purchase of brushes, the Council assisting by supplying brushes at cost price.

Improve-
ment in
health of
community.

With the increasing attention paid to all matters affecting public health, it is not a matter for surprise that there has been a gradual and steady decrease in the death-rate. The decennial death rates since 1841 have been as follows:—

Per 1,000			Per 1,000		
1841-50	...	24·8	1881-90	...	20·3
1851-60	...	23·7	1891-1900	...	19·2 (a)
1861-70	...	24·4	1901-10	...	15·6 (a)
(cholera in 1866)					
1871-80	...	22·5	1912	...	13·6 (a)

The death-rates for the six principal epidemic diseases (smallpox, measles, scarlet fever, diphtheria, whooping-cough, and enteric fever) have been:—

Per 1,000			Per 1,000		
1841-50	...	3·74	1881-90	...	2·26
1851-60	...	3·59	1891-1900	...	1·90 (a)
1861-70	...	3·95	1901-10	...	1·14 (a)
1871-80	...	2·87	1912	...	·79 (a)

(a) Fully corrected for institutions.

Infantile mortality (deaths of children under one year of age) has decreased considerably, though the decrease has become noticeable only within the last decade. The figures are as follows:—

		Per 1,000			Per 1,000
1841-50	...	157	1881-90	...	152
1851-60	...	155	1891-1900	...	159 (a)
1861-70	...	162	1901-10	...	127 (a)
1871-80	...	158	1912	...	91 (a)

No public control of midwives, either as regards their training or methods of practice, was in existence in this country until the Midwives Act was passed in 1902. Until about 200 years ago, it was almost universal, as it still is in the East, for women in childbirth to be attended only by women, the physician's services being limited to cases in which the child was dead or the mother moribund. During the latter half of the 17th century it became the fashion for women in their confinements to be under the surveillance of a physician, and scientific observation was then for the first time brought to bear upon midwifery. Amongst those who could afford to pay the doctor's fees the midwife was thus gradually ousted by the male practitioner, but the untrained midwife with her limited knowledge and antiquated code of practice, flourished in England until a very recent time.

Dickens deserves thanks for having directed public attention to the limited resources of midwives, and the necessity for superseding persons of the "Sairey Gamp" type engaged the attention of several philanthropic societies during the latter half of the nineteenth century. In 1892 a select committee on midwives' registration referred to the unnecessary loss of life and health and permanent injury to both mother and child due to unskilled treatment of child-birth, and reported in favour of legislative action. A similar committee reported to the same effect in 1893. Eventually a bill was drafted and introduced with the object of securing the examination and registration of midwives, but it was not until 1902 that it passed into law.

The Act of 1902 created a central examining and disciplinary board, as well as local supervising authorities. The Council is the local supervising authority over midwives within the County of London. The Act prohibits any woman from calling herself a midwife unless certified under the Act, and further prohibits any woman after 31st March, 1910, from habitually and for gain attending women in childbirth otherwise than under the direction of a qualified medical practitioner, unless she is certified under the Act. The Act also provides for a roll of midwives to be kept by the Central Midwives Board.

The powers and duties of the Council are:—To exercise general supervision over all midwives practising within its area, in accordance with the rules laid down under the Act; to investigate charges of malpractice, negligence or misconduct on the part of any midwife practising within its area, and, should a *prima facie* case be established, to report the same

(a) Fully corrected for institutions.

Midwives.

to the Central Midwives Board ; to suspend any midwife from practice, in accordance with the rules under the Act, if such suspension appears necessary in order to prevent the spread of infection ; and to report at once to the Board the name of any midwife convicted of an offence who practises in its area. The Council is also required, during the month of January of each year to supply the Board with the names and address of all midwives who, during the preceding year, have notified their intention to practise within its area ; to keep a current copy of the roll of midwives, such roll to be accessible at all reasonable times for public inspection, and to report at once to the Board the death of any midwife, or any change in the name or address of any midwife in its area, so that the necessary alteration may be made in the roll.

Inquiries are made with respect to notifications received from midwives under the rules of the Board in cases where medical assistance is called in, or where the death of the mother or child occurs before the attendance of a registered medical practitioner, as well as in cases of still-births and of puerperal fever, ophthalmia or other infectious disease. Visits of inspection are paid periodically to midwives who have given notice of intention to practise in London, and, if necessary, to other midwives whose names are on the roll, but who have not given such notice. These duties are carried out by two women inspectors possessing medical qualifications.

Since the Act came into operation in 1905, 28 *prima facie* cases of negligence and misconduct have been reported to the Board after due investigation.

From information received under the Notification of Births Act, 1907, it is estimated that about 25 per cent. of the total births (120,000 yearly) in London are attended by midwives. 528 certified midwives notified their intention to practise in London during the year 1912.

Disposal of the dead.

The disposal of the dead of large cities is a matter of importance to the health of the living. Cremation is doubtless the most hygienic method, but burial is by far the most common, and, so long as the latter is practised, cemeteries will be a necessary adjunct to all towns. The authorities under the Burial Acts in London are the metropolitan borough councils, but there is a number of private cemeteries owned by companies established under private Acts. About 60,000 persons die in London each year, the majority of whom are buried in London.

The question of the condition of the cemeteries and burial grounds used for the population of London, and whether further provision for burial was required or further regulation necessary in the interests of public health and decency was considered by the Public Health Committee of the Council in 1898 and a report by the Medical Officer of Health thereon was published in June 1899*.

In October, 1895, the Council instructed the Public Control Committee to report as to the advisableness of obtaining power to enable local authorities to provide crematoria and on 15th June, 1897, decided that,

* *Sanitary condition of cemeteries and burial grounds.* (No. 487.) Price 9d.

in the interests of public health, such a Bill was desirable. A Bill limited to London was introduced in the sessions of 1900 and 1901, but failed to make progress. In 1902 a General Bill, enabling burial authorities throughout England, Wales and Scotland to provide and maintain crematoria was introduced by the Council and passed into law under the title of the Cremation Act, 1902. The City Corporation is the only authority in London which has exercised its powers under the Act. Disposal of the dead.

The Diseases of Animals Acts, 1894 to 1911, the object of which is the suppression of contagious diseases in animals, naturally do not affect London so much as the country. In the days when a considerable portion of the outlying districts in the county was farm land more attention had to be devoted to the ordinary contagious diseases of animals, and the Metropolitan Board of Works, as the local authority under the Contagious Diseases (Animals) Acts, which dated from 1848, frequently had to deal with cattle plague, foot and mouth disease and swine fever. In London, apart from swine fever, attention is now principally directed to glanders, anthrax and hydrophobia, diseases which are communicable to man. The Acts are supplemented by Orders issued by the Board of Agriculture and Fisheries and are administered in London, outside the City, by the Council, and in the City by the Corporation, which is also responsible, as port sanitary authority, for enforcing the provisions of the Acts relating to foreign animals. The Council's outdoor staff for the administration of the Acts consists of three whole-time veterinary inspectors. Diseases of animals.

Glanders is the disease in animals which has caused most trouble and expense to the Council. In 1881, 1,482 animals were attacked in London and the incidence of the disease having tended to increase, the Council in 1892 urged upon the Board of Agriculture the necessity for stricter measures of suppression. The Glanders or Farcy Order of 1892 was subsequently issued, but as it gave only permissive powers to slaughter animals, the Council on 18th October, 1892, decided not to enforce the compensation clauses. The Glanders or Farcy Order of 1894 required local authorities to slaughter every glandered horse, and to pay the owner compensation of not less than £2, or not more than a quarter of the value of the animal before it became affected. Glanders.

A departmental committee was appointed by the Board of Agriculture in February, 1899, to inquire into the measures to be taken for the suppression of glanders and their chief recommendations were that the notification of glanders and the slaughter of all animals showing clinical symptoms should be compulsory. As a result of representations made by the Council in 1901 and 1906 to the Board of Agriculture, the Board issued the London (Notification of Glanders) Order, 1906, which came into operation in 1907, and required veterinary surgeons and practitioners, on becoming aware that any horse, ass, or mule, or the carcase of any such animal was, when it died or was slaughtered, affected with glanders, to give notice of the fact to the local authority. Special power to pay fees to veterinary surgeons for notification of cases of glanders was obtained in the Council's General Powers Act of 1908.

Glanders.

By the Animals (Notification of Disease) Order, 1910, notification has been extended to all diseases of animals. The Order applies to the whole country.

The Glanders or Farcy Order of 1907, which came into operation on 1st January, 1908, superseded the Order of 1894. The principal features of the new Order were the official recognition of the mallein test as diagnostic of glanders, and the payment of one-half, instead of one-quarter, value as compensation for animals slaughtered solely as a result of reaction to mallein. Full value is to be paid when disease is not detected by the post-mortem examination and the maximum value for the purposes of the Order is to be taken as £50 for a horse and £12 for an ass or mule. Local authorities are also empowered to make regulations with regard to marking diseased and suspected animals, as to cleansing and disinfection, and for prohibiting or regulating the removal, burial and destruction of diseased carcasses; and regulations as to these matters were made by the Council on 29th November, 1907.

During the thirteen years in which the Order of 1894 was in operation, the Council disbursed nearly £49,000 in compensation without any real progress being made in stamping out the disease. It was hoped that the energetic steps taken under the new Order would have attained the desired result, but the Council found that further measures of disinfection and the extension of malleining were necessary and on 1st February, 1910, it decided to make representations to that effect to the Board. The Board suggested that the Council should confer with the local authorities of districts adjacent to London, and such a conference was held in 1911, when approval was given to the Council's suggestions for amending the Order of 1907. The Board subsequently amended the Order in certain directions, so far as it relates to the Metropolitan Police district. During 1912 only £1,889 was paid in compensation for slaughtered animals, so that there is hope that the disease is now being brought under control.

The number of cases of glanders dealt with, and the compensation paid, during a series of years are shown in the following table:—

Period.	Horses slaughtered.				Compensation paid.			Average value of re-actors.
	Clinical.	Re-actors.	Non-compensation cases.	Total.	Clinical.	Re-actors.	Total.	
1903-4 ..	1,536	392	127	2,055	£ 3,072	£ 2,750	£ 5,822	£ s. 28 1
1905-6 ...	933	371	78	1,382	1,866	2,512	4,378	27 3
1907-8 ...	548	873	50	1,471	1,096	7,882	8,978	26 17
1909-10...	176	825	29	1,030	352	11,309	11,661	27 3
1910-11...	74	417	25	516	147	6,166	6,313	29 11
1912 ...	41	121	10	172	81	1,809	1,890	29 18

From 1893 to 1911, 38 cases of human glanders have been diagnosed and notified.

Rabies has, at times, been extensive, and although deaths from hydro-phobia are now very rare, they were fairly frequent during the early years of the Council, 14 deaths being reported during 1888-1892. The disease has been exterminated by muzzling, by the seizure of all stray dogs, and by the regulation of the importation of dogs. The Metropolitan Streets Act, 1867, empowered the Police to seize, detain, and dispose of, stray dogs, but systematic measures were not adopted until the Rabies Order of 1889 was issued. This Order remained in force until 30th November, 1892, when, rabies having largely diminished, it was revoked. In 1895, the disease had increased to such an extent that the Council decided on 4th February, 1896, to make regulations for the muzzling of dogs, under the recently issued Rabies Order, 1895. During the ensuing year about 44,000 unmuzzled dogs were seized by the police, of which 32,000 were destroyed. Following upon the recommendation of a Departmental Committee of the Board of Agriculture that muzzling was the only practicable means whereby rabies could be exterminated, the Board issued the City and Metropolitan Police District Muzzling Order, which came into operation in April, 1897, and superseded the Council's regulations until 27th October, 1899. These regulations then revived and continued in force until January, 1907, when the Dogs Order, 1906, revoked all existing muzzling regulations, and enabled local authorities to make regulations requiring the wearing of collars by dogs while on a highway. The Council made such regulations, which came into force on 1st February, 1907. Under these regulations 23,405 dogs were seized by the police during 1912 and 17,523 destroyed. No case of rabies has occurred in the County since 1898.

A corollary to the Rabies Orders has been the issue of Importation of Dogs Orders, under which dogs can come into Great Britain from abroad only under licence from the Board of Agriculture. The Council is the local authority for seeing that the terms of the licences are complied with, the principal condition being the detention of the imported dog on the owner's premises for a considerable period after landing. A number of prosecutions for breaches of the regulations has been found necessary.

CHAPTER VII.

Housing of the Working Classes.

Action by
legislature.

Although the overcrowding and insanitary condition of many districts throughout the country, and particularly in what is now the County of London, must have been well known, not only to philanthropic societies and workers, but to Parliament itself, no action was taken by the legislature before 1851, to deal with these evils. In that year, however, the late Earl of Shaftesbury (then Lord Ashley) induced Parliament to pass two Acts, commonly known as Lord Shaftesbury's Acts, namely the Common Lodging Houses Act, and the Labouring Classes Lodging Houses Act. These Acts, although subsequently altered and amended, still form the basis of much of the existing legislation on the subject. The first aimed at improving the quality of the accommodation in common lodging-houses* by making the Commissioner of Police of the Metropolis responsible for the registration and inspection of such houses within his jurisdiction, and by providing that they should be kept in a clean and sanitary condition. The other aimed at increasing the quantity of accommodation by authorising (but not requiring) local authorities to erect lodging houses† for the labouring classes.

In 1868 came the Artisans and Labourers Dwellings Act, the first of the series passed at the instance of Mr. W. T. M. Torrens, and this was followed in 1875 by the Artisans and Labourers Dwellings Improvement Act, the first of the series passed at the instance of Sir Richard Assheton (afterwards Viscount) Cross. The former referred to the repair by the owner, the closing, or, if necessary, the demolition of separate insanitary houses, while the latter dealt with areas, the property on the whole of which was so insanitary as to be fit only for demolition and reconstruction. The authorities responsible for the working of the Acts also differed, the duties under Torrens' Acts being vested in the vestries and district boards (with authority to the Home Secretary and the Metropolitan Board of Works to act in default), while the duties under Cross's Acts were imposed upon the Metropolitan Board of Works and (for the City of London) the City Commissioners of Sewers.

The conviction steadily grew, however, that little was being done under these various enactments, and in 1881 a Select Committee of the House of Commons was appointed to enquire into the facts. This was succeeded in 1884 by an influential Royal Commission, including H.R.H. the Prince of Wales (afterwards King Edward VII.), Sir Charles Dilke, who was chairman, Cardinal Manning, Lord Salisbury, Earl Carrington

* The usual, although not absolutely authoritative, definition of a common lodging house is a house occupied by several families or persons with a kitchen in common. See also under common lodging houses, pp. 109-10.

† The Housing of the Working Classes Act, 1885, enacted that the term lodging house should be deemed to include separate houses or cottages for the working class, whether containing one or several tenements.

(now Marquess of Lincolnshire), Sir Richard Cross and Mr. Torrens. The Commission went exhaustively into every aspect of the question, particularly into the evil of overcrowding, attached great blame to the authorities for their failure to take advantage of their powers, and advised prompt and energetic action. The report of the Commission led to the Housing of the Working Classes Act, 1885, which, among other provisions, substituted the Metropolitan Board of Works for the vestries and district boards as authorities under the Labouring Classes Lodging Houses Acts. Action by legislature.

The undermentioned were the sixteen schemes executed by the Board under the Artisans Dwellings Acts, 1875 to 1882. Action by the Metropolitan Board of Works.

Name and date of scheme.	Number of persons of the working classes displaced.	Number of persons required to be re-housed.	Number of persons provided for.	Size of area in acres. About	Net cost of scheme.
Whitechapel and Limehouse, 1876	3,669	3,669	3,666	.514	£ 151,763
Goulston-street and Flower-and-Dean-street, Whitechapel, 1877	4,004	3,293	3,972	7.21	279,491
St. George-the-Martyr, Southwark, 1877	1,266	926	2,002	2.09	52,443
Bedfordbury, St. Martin-in-the-Fields and Strand, 1877	867	817	724	1.02	75,511
Great Wild-street, St. Giles-in-the-Fields, 1877	1,913	1,939	1,616	1.65	10,550
Pear-tree-court, Clerkenwell, 1877	410	410	596	.82	20,870
Whitecross-street, St. Luke, 1877	3,687	3,631	3,930	7.11	314,943
High-street, Islington, 1877 ...	547	515	798	1.02	38,187
Old Pye-street, Westminster, 1877	1,375	1,356	1,722	2.46	49,896
Bowman's-buildings, Marylebone, 1878	806	750	1,596	1.79	36,410
Essex-road, Islington, 1878 ...	1,796	3,135	3,422	5.03	97,899
Little Coram-street, St. Giles and St. Pancras, 1879	645	858	900	1.44	13,487
Wells-street, Poplar, 1879 ...	1,029	1,030	2,304	3.48	64,119
Great Peter-street, Westminster, 1879	179	180	416	.34	213
Windmill-row, New-cut, Lambeth, 1883	459	459	400	.54	9,779
Tabard-street, Newington, 1884	220	220	288	.59	8,229
Totals ...	22,872	23,188	28,352	41.73	1,318,890

The Great Peter-street, Westminster, scheme was executed by the Peabody Trustees, with the exception of the street improvements, which were carried out by the Board. In the remaining schemes the Board acquired and demolished the property and laid out the new or widened

Action by the
Metropolitan
Board of
Works.

streets. In no case did it undertake the erection of the new dwellings for the persons displaced. The sites allocated for this purpose were invariably sold, generally to philanthropic trusts, under an obligation to erect dwellings to accommodate not less than the required number of persons of the working class.

There were also six schemes commenced by the Metropolitan Board of Works, under the Artisans Dwellings Acts, 1875 to 1882, which were completed by the Council under these or subsequent Acts. Particulars are given in the following table :—

Name and date of scheme.	Number of persons displaced.	Number of persons required to be re-housed.	Number of persons provided for.	Size of area in acres. About	Net cost of scheme.
Tench-street, St. George-in-the-East, 1883	1,284	1,284(a)	—	2.73	£ 51,991
Brook-street, Limehouse, 1883	562	281	308	1.29	19,807
Trafalgar-road, Greenwich, 1883	378	190	306	.91	17,676
Hughes-fields, Deptford, 1884	1,786	893	906	6.96	77,905
Cable-street, Shadwell, 1886	970	485	798	1.98	41,235
Shelton-street, St. Giles, 1886	1,208	608	629	1.64	68,209
Totals	6,188	3,741	2,947	15.51	276,823

(a) The Metropolitan Improvements Act, 1889, remitted the rehousing obligation and allowed the land to be laid out as an open space.

The Board was authorised to act in default of any authority neglecting its duty under Torrens' Acts and to charge the cost upon such authority. The provisions of the Acts were somewhat obscure and, in view of the litigation to which the Board considered it might be subjected, this authority was not exercised. Neither did the Board utilise the powers conferred on it by one of Lord Shaftesbury's Acts, as amended by the Housing of the Working Classes Act, 1885, for the provision, quite apart from any rehousing obligation, of dwellings for the working class.

Statutory
powers of
the Council.

By 1889 the law relating to the housing of the poor was embodied in some dozen Acts. It was obvious that to ensure comprehensive and effective action the law must be consolidated, and, as soon as the Council had been constituted, it began at once to press for such a consolidation. The result was the Housing of the Working Classes Act, 1890. Parts I. and II. consolidated, with amendments, Cross' Acts and Torrens' Acts respectively, and Part III. consolidated, with amendments, the Labouring Classes Lodging Houses Acts. This Act in its turn has been amended by Acts passed in 1894, 1900, 1903 and 1909, and fresh experience has been gained, so that a further consolidating amending Act is now becoming of pressing importance.

It will be convenient to give here a brief summary of the Act of 1890, as amended and amplified, and of subsequent Acts dealing with the housing of the working classes. Part I. places upon the Council the duty, after sanction by the Local Government Board*, of dealing with un-

* Before 1905, schemes in London under Parts I. and II. were dealt with by the Home Secretary.

healthy areas, which are of general importance to the whole County. Proceedings are initiated by an official representation made to the Council by a medical officer of health, either of a metropolitan borough or of the County. The attention of a medical officer may be drawn to the existence of an unhealthy area by two justices of the peace, or by twelve ratepayers. When a medical officer fails to inspect an area, or reports that it is not unhealthy, an appeal may be made, on certain conditions, to the Board, which is then required to appoint a medical practitioner to inspect the area and to report thereon. If he states that the area is unhealthy, the matter must be dealt with as though an official representation had been made by the medical officer. When it is stated that the Council has failed in its duty as regards an alleged unhealthy area, an appeal may be made to the Board, which has the power, if it thinks fit, to require the Council to carry out an improvement scheme within a fixed time. Statutory powers of the Council.

The Council may make a scheme for the improvement of an insanitary area if in its opinion this is the most satisfactory method of dealing with the evils existing in the area.* Accommodation for the persons of the working class displaced must be provided. Unless there are special reasons to the contrary, the dwellings must be erected on the area or in its vicinity. In special circumstances the Local Government Board may dispense with the whole or a part of the rehousing obligation. The scheme need not be confined to the exact limits of the unhealthy area, but may include lands necessary for the efficiency of the scheme, or for providing accommodation for the people displaced. The Council may itself carry the scheme into effect, or may arrange for its execution by, or in conjunction with, the freeholder of the property. It may also sell or let any part of the area on condition that the purchasers or lessees carry out the scheme, or may engage with any person or society to execute the whole or any part thereof. The express approval of the Local Government Board is required before the Council may itself undertake the rebuilding of the houses.

Part II. provides in two ways for the improvement of working class dwellings. In the first place, the Council and the metropolitan borough councils are empowered, either jointly or separately, to deal with unhealthy areas which are too small to be of general importance to the whole county. The procedure is similar to that under Part I. of the Act, but an official representation by a medical officer of health is not necessary. It is not essential that rehousing accommodation for the persons displaced should be provided, although the Local Government Board may require the provision of such accommodation as may seem to be necessary. Secondly, it is the duty of each metropolitan borough council to cause inspections of its district to be made in order to ascertain whether any dwelling house is unfit for human habitation. The borough council may issue an order for the closing of such premises, and after three months

* The Act of 1890 restricted operations under Part I. to cases in which the evils could not be effectually remedied otherwise than by a scheme for the clearance and re-arrangement of the area.

Statutory
powers of
the Council.

the borough council is required to consider the question of the demolition of the premises with a view to the making of a demolition order. In these cases the cost of the necessary works of demolition or repair is borne by the owner, who has a right of appeal to the Board against the borough council's decisions. Borough councils may also purchase and demolish obstructive buildings, *i.e.*, buildings which by reason of their position stop ventilation to, or prevent measures being taken to remedy nuisance in respect of, other buildings. The borough councils are required to keep the Council informed of their action in all these matters. The Council has power to act in default of a borough council as regards the closing and demolition of any unhealthy or obstructive buildings, and to recover from the borough council the expenditure incurred. The power of borough councils themselves to make closing and demolition orders was introduced only by the Housing, Town Planning, etc., Act, 1909, and is very far-reaching. Before 1909 proceedings had to be taken in a court of summary jurisdiction, and the great difficulty experienced in inducing magistrates to order the closing of dwellings alleged to be insanitary undoubtedly had the effect of lessening the activity of the borough councils in this direction.

The Act of 1890 provided that provisional orders relating to (i.) all Part I. schemes and (ii.) those Part II. schemes in which the whole area was not purchased by agreement or to which any owner objected should not be operative until confirmed by Parliament. The Housing of the Working Classes Act, 1903, extended the provisions relating to Part II. schemes to Part I. schemes. By the Housing, Town Planning, etc., Act, 1909, orders comprising schemes under Parts I. and II. now take effect without confirmation by Parliament. Compensation in respect of land, etc., taken compulsorily under Parts I. and II., is based upon the fair market value, no additional allowance for compulsory purchase being made in respect of the insanitary property. In fixing the compensation deductions may be made on account of (i.) an enhanced value by reason of the premises being overcrowded or used for illegal purposes, (ii.) the bad state of repair of the premises, and (iii.) the property not being reasonably capable of being made fit for habitation. In cases of compulsory purchase terms of settlement are decided, failing agreement, by an arbitrator appointed by the Local Government Board.

Part III. of the Act of 1890, empowers the Council and the metropolitan borough councils to purchase land or buildings, either inside or outside the County and either compulsorily or by agreement, for the housing of the working classes. Formerly, for the compulsory acquisition of property under Part III. a provisional order, confirmed by Parliament, was necessary. Now, under the Act of 1909, the local authority may submit to the Local Government Board an order for compulsory purchase. The Board may confirm this order which must incorporate the Lands Clauses Acts, but compensation in disputed cases is determined by a single arbitrator, and no additional allowance is made on account of compulsory purchase. Except in special circumstances, the confirmation of the order by the Board is final, and no parliamentary confirmation is required.

The Council may, under Part III. of the Act of 1890 :—

Statutory powers of the Council.

- (a) lease land for the erection thereon of workmen's dwellings ;
- (b) erect dwellings or improve or reconstruct existing dwellings ;
- (c) fit up, furnish and maintain lodging houses for the working class ;
- (d) make any necessary by-laws and regulations for the management and use of the lodging houses ;
- (e) sell dwellings or lodging houses established for seven years or upwards under Part III. of the Act, whenever such dwellings or lodging houses are deemed by the Council and the Local Government Board to be unnecessary or too expensive to keep up.

The Local Government Board may declare a local authority to be in default under this part of the Act, and may order such things to be done as it considers necessary for remedying such default.

The Housing of the Working Classes Act, 1903, provides that dwellings occupied by thirty or more persons of the working class, and acquired under statutory powers other than the Housing Acts (*e.g.*, in connection with the carrying out of public improvements, the construction of railways, etc.) shall not be entered upon until the Local Government Board has either approved a housing scheme or decided that such a scheme is not necessary. In fixing the number of persons to be rehoused, consideration must be given to the number of persons of the working class displaced within the previous five years in view of the acquisition of the property for the purposes of the scheme.

The Housing, Town Planning, etc., Act, 1909, provides that a house in the County of London let at a rent not exceeding £40 a year, shall, at the commencement of the tenancy, be in all respects reasonably fit for human habitation, and that the premises shall be kept in such habitable condition during the tenancy. If these requirements are not complied with, the local authority may serve notice upon the landlord to carry out the necessary works, or, if the notice is not complied with, may itself do the work and charge the landlord with the cost. The landlord may appeal to the Local Government Board against any such notice. Underground rooms, unless they comply with certain conditions as to height, ventilation, lighting, etc., are deemed by the Act to be unfit for use as sleeping places. The Act also prohibits the erection of back to back houses. This provision does not apply (i.) to tenements placed back to back if the medical officer of health of the district is satisfied with the arrangements for ventilation, or (ii.) to houses abutting on streets of which the plans were approved before 1st May, 1909, in any district where, before the passing of the Act, the erection of back to back houses was allowed. The Local Government Board is empowered to compel a local authority to revoke any by-laws which, in the opinion of the Board, unreasonably impede the erection of working-class dwellings.

Policy of the Council.

From the timewhen it was constituted the Council, without at first any sudden departure from the policy pursued by the Metropolitan Board of Works, showed greater vigour than its predecessors in administration. Having appointed a medical officer of health, it at once sought information as to insanitary districts throughout the county, with the result that attention was soon drawn to nearly 200 areas of different sizes and varying condition. Many of these could appropriately be dealt with by closing orders under Torrens' Acts, and this course was suggested to the local sanitary authorities. In quite a large proportion of cases, however, it was felt that an amendment of the law was necessary, and that, when this had been obtained, the Council should undertake schemes relating to the areas. Such an amendment of the law, though not to the full extent desired by the Council, was obtained in the Housing of the Working Classes Act, 1890.

The Council in the case of the schemes* inherited from the Metropolitan Board of Works, followed the Board's example, and tried to dispose of the surplus lands with an obligation to provide thereon the requisite accommodation for persons of the working class. Except as regards two sites at Hughes-fields, sold to the Provident Association for the erection of dwellings to accommodate 240 persons, these efforts were unsuccessful, and the Council, by its repeated failures during the years 1889 to 1892 to sell the other sites, was gradually compelled to realise that the only practicable course was itself to erect the necessary buildings. This policy, once adopted, was steadily adhered to, and the Council had therefore to determine (*a*) what classes of the population should be provided for; (*b*) the general character of the buildings; and (*c*) the financial conditions under which they should be erected. As regards (*a*), the Council's investigations confirmed evidence given to the Royal Commission of 1884-5 to the effect that the difficulties with the very lowest class were usually not financial but moral. Its buildings have therefore been made suitable for classes a little above the lowest. As regards (*b*), regulations, which although altered from time to time are still substantially in force, were framed as to the height and lighting of buildings, the position and size of staircases, the size of rooms and the provision of baths and wash-houses. As regards (*c*), the Council decided that its rents should not exceed those ruling in the neighbourhood and should be so fixed that, after providing for all outgoings, interest and sinking fund charges, there should be no charge on the county rate in respect of the dwellings. Before buildings are erected sketch plans are prepared showing the general arrangement and class of tenement. The gross income of these is assessed, all outgoings, including a contribution to a Repairs Fund, are deducted and the amount upon which the net income thus arrived at will pay interest and sinking fund charges is calculated. The "housing value" of the site (*i.e.*, its value subject to the obligation to build thereon dwellings for the working class) is then deducted and the remainder, called the "amount available," is the sum for which the dwellings must be erected. Cases in which the Council is compelled by statute to re-house on particular sites, and is not able to sell or let them at the fair

* See p. 126.

market value, are specially considered. When particular sites are found to be undesirable owing to the lack of demand for dwellings, or other causes, the Council considers as to obtaining a modification of the scheme, with a view to the housing obligation being transferred to other sites. The difficulty, always considerable, of complying with these financial conditions has been greatly augmented by the general increase in wages and in the cost of materials, and by other considerations. The Council has endeavoured to secure an extension of the term of the sinking fund period from 60 to 100 years, or that the value of the site should be excluded from the sinking fund. By the Act of 1903, the maximum term of the sinking fund period was enlarged to 80 years, the precise term in the case of the Council being fixed by the Treasury. So far, however, the Treasury have agreed to the maximum term being applied only to the portion of the debt relating to land, the portion relating to buildings being, as heretofore, redeemable within 60 years. In this restricted form the concession is not of practical advantage, and advantage has not been taken of it. Following the provisions of Cross' Act, 1875, the Act of 1890 provided that, unless the confirming authority otherwise determined, any dwellings erected by the Council under Parts I. and II. should be sold on the expiration of 10 years from their completion. In 1903, 1905 and 1907, the Council obtained permission to retain the dwellings which it had erected. Section 40 of the Housing, Town Planning, etc., Act, 1909, removed the obligation to sell or dispose of any lands or dwellings of this kind, and the Council has now therefore entire discretion in the matter.

In order to stimulate local authorities to deal with small areas under Part II. of the Act of 1890, the Council pledged itself to contribute towards the cost, provided it was satisfied with the details and of the need for assistance. It also facilitated the grant of loans in respect of such schemes. The local authorities have been authorised to execute ten schemes, towards the cost of which the Council has agreed to contribute, and the Council has itself executed four schemes towards the cost of which local authorities contributed. Particulars are given later. Section 72 of the Act provides that, if an official representation relates to not more than ten houses, the case must be dealt with by the local authority under Part II. of the Act. In cases in which more than ten houses were affected it is difficult to state exactly the principles on which it has been determined whether areas should be dealt with under Part I. or under Part II., or whether the work should be undertaken by the Council or by the local authority. In view of the terms of the Act, it is natural that the size of the area and the number of persons affected should be important factors.

It has already been pointed out that the Metropolitan Board of Works did not exercise its powers for the voluntary provision of new accommodation for the working class. The Council saw that, by the provision of a model lodging-house, a great example would be set, and as early as 1890 it decided to erect the Parker-street lodging house on one of the sites cleared by the Board. In 1891 the Council acquired the Dufferin-street dwellings, and this action was

Policy of the Council.

Local schemes.

New accommodation.

New accom-
modation.

followed in 1893 by the decision to acquire the Millbank estate. At first the Council, as a rule, took action under Part III. of the Act of 1890, only when such a course was necessary or useful for the discharge of its rehousing obligations. Before many years had passed it was evident that, owing chiefly to two causes, the supply in London of dwellings for the working class was falling behind the demand. These causes were the rise in value of land, and the rise in the cost of labour and materials for building. It was becoming unprofitable for builders to erect working-class property and, further, the rise in the value of land often made it financially advantageous to demolish such property and to use the sites for factories, warehouses or other large commercial buildings, or for highly-rented mansions and flats. The Council was much impressed with the need of remedying this state of affairs, and in November, 1898, it resolved to take action under Part III. of the Act of 1890, provided that no charge was thereby placed on the county rate. Succeeding years witnessed the inception of schemes for developing large estates by the erection of cottages at Tooting, Norbury, Tottenham and Hammersmith. Particulars of these and other estates under Part III. of the Act of 1890 are given later.

Purchase of
houses.

A further expansion of the Council's policy must be briefly referred to. The Council's only power of advancing money to enable persons to purchase the houses in which they live was that conferred by the Small Dwellings Acquisition Act, 1899,* under which an advance cannot exceed four-fifths of the market value of the house or in any case £300. Owing to the cost of property in London, this provision may be said to have prohibited the working class from making use of the Act. The Council felt that any plan to be successful should provide for the advance of practically the whole of the purchase money. It accordingly formulated a scheme for granting leases for 99 years of single cottages erected on estates developed under Part III. of the Act of 1890. Under this scheme it is proposed that leases shall be granted to occupiers on payment of a deposit of £5, the lessee being required (i.) to pay throughout the term of the lease the equivalent of a ground rent; and (ii.) to make equal payments for the first 15, 20 or 25 years, sufficient to repay the amount spent on the land and buildings (less the deposit and the capitalised value of the ground rent), interest, legal and other costs, establishment charges, etc. The intending lessee will have to satisfy the Council that he has a *bona fide* intention of living in the house, but he will be allowed, with the Council's consent, to let the house or to transfer the lease to an assignee. A lease will contain the usual covenants by the lessee, and the Council will have power to re-enter on non-payment for 28 days of the charges under the lease, or on breach of covenant. The Council will also have power, in certain circumstances, to accept a surrender of a lease and to pay as a consideration the amount by which the lessee's payments to the Council exceed a sum (to be settled, failing agreement, by arbitration) equivalent to the total of (i.) the fixed net rent calculated from the commencement of the lease to the date of surrender; (ii.) the expenses of granting the lease; and (iii.) the cost

* See pp. 46-7.

of re-entering and of repairing the premises. It is estimated that the total extra weekly cost to the lessee, if he wishes to pay for the building in 15 years, will be from 3s. 3d. to 4s. for a four-roomed cottage rented at 10s. 6d. a week, and from 4s. 2d. to 4s. 10d. for a five-roomed cottage, rented at 12s. 6d. a week. If the 20 years' period be chosen the increased weekly cost will be from 1s. 9d. to 2s. 4d. for a four-roomed cottage, and 2s. 3d. to 2s. 10d. for a five-roomed cottage. If the lessee chooses the 25 years' period, he will purchase the cottage for a charge approximately equal to the ordinary rent. The necessary parliamentary authority has been obtained and it is proposed, as an experiment, to allocate for the purposes of the scheme, some of the cottages to be erected on the Old Oak estate, Hammersmith.* If the experiment is successful the scheme will be extended to other cottage estates.

Particulars of the schemes executed by the Council under Part I. of the Act of 1890 are given in the following table:—

Name and date of scheme.	Number of persons displaced or to be displaced.	Number of persons required to be re-housed.	Number of persons provided, or proposed to be provided, for.	Size of area in acres (about).	Actual or estimated net cost of scheme.
Boundary-street, Bethnal-green, 1890 (a)	5,719	4,700	5,524	14.85	267,989(b)
Churchway, St. Pancras, 1895	1,095	580	832	1.98	32,062
Clare-market, Strand, 1895	3,172	2,250	2,286	5.23	60,139
Garden-row, Roby-street, Baltic-street, Honduras-street, St. Luke, 1899	1,193	1,193	1,216	2.62	90,633
Webber-row and Wellington-place and King's Bench-walk, Southwark, 1899	997	903	1,143	5.16	66,739
Aylesbury-place, Clerkenwell, and Union-buildings, Holborn, 1899	1,402	1,414	1,424	2.76	155,174
Burford's-court, Tucker's-court, and Favonia-street, Poplar, 1899	269	269	269	.89	9,619
Nightingale-street, St. Mary-lebone, 1899	576	576	630	.88	Cost of scheme borne by Lord Portman. 11,107
Providence-place, Poplar, 1901	361	400	None	.87	
Totals	14,784	12,285	13,324	35.24	693,462

(a) Including a site in Goldsmith's-row which was acquired in order to provide re-housing accommodation for some of the persons displaced by the scheme.

(b) Including £3,795 in respect of the Goldsmith's-row site.

The only scheme under Part I. of the Act of 1890 which the Council has in hand at present is that for dealing with the Tabard-street and Grotto-place areas, Southwark, and the Crosby-row area, Bermondsey, (ii.) Scheme in progress.

* See p. 141.

(ii.) Scheme
in progress.

Representations were made to the Council in 1889, 1899, and 1904, with regard to Grotto-place and Crosby-row areas, but in each case the Council considered that the area represented was too small to be dealt with under Part I. of the Act of 1890.

On 30th June, 1910, the medical officer of Southwark made official representations with regard to the Tabard-street and Grotto-place areas, and on the same date the medical officer of Bermondsey similarly represented the Crosby-row area. The Tabard-street area, which lies between Long-lane and Great Dover-street, contains about 14.3 acres, and comprises 649 houses with a population of 3,552. George-court is in parts only 3 feet wide, Little Britain 5 feet, Wickham-court 7½ feet, and several streets do not exceed 10 feet in width. Out of 32 streets in the area no fewer than 13 are *culs-de-sac*. The Grotto-place area, which lies to the west of Southwark-bridge-road, is about 1.6 acres in extent, and contains 138 houses, with a population of 567. The Crosby-row area, which is situated on the east side of that road, between Snow's-fields and Long-lane, is about 1.1 acres in extent, and contains 88 houses, occupied by 474 persons.

Particulars of the death-rates in the three areas, in the neighbourhood and in London, are as follows:—

				Average yearly death-rate a thousand.		
				All causes.	Phthisis.	Principal epidemic diseases.
<i>Period 1904-8.</i>						
Tabard-street area	...	...	...	36.8	3.88	6.07
Southwark ...	...	...	...	18.2	2.09	2.29
London ...	...	...	...	14.9	1.44	1.71
<i>Period 1905-9.</i>						
Grotto-place area	...	...	...	39.1	6.10	2.60
Southwark ...	...	...	...	17.5	1.98	1.99
Crosby-row area	...	...	...	30.9	2.46	6.27
Bermondsey	...	...	...	18.9	1.87	2.38
London ...	...	...	...	14.5	1.38	1.54

The narrowness of the streets, the closeness of the houses, the defective planning, and the damp and otherwise insanitary condition of most of the houses, rendered it impossible to effect any great or lasting benefit to the Tabard-street area by dealing with individual properties. The Council, therefore decided to deal with the matter on a comprehensive scale, and at the same time, to take advantage of the opportunity for dealing with the Grotto-place and the Crosby-row areas, which it had always considered were too small to be dealt with separately. The total number of persons of the labouring class was 4,552, made up as follows:—Tabard-street, 3,517; Grotto-place, 567; Crosby-row, 468. It was

ascertained that within a radius of about one mile from Tabard-street, on the south side of the Thames, there were 1,784 vacant houses and tenements, containing 5,977 rooms. On the usual basis of two persons to a room, this represented accommodation for 11,954 persons, or nearly three times the number to be displaced. The demand for accommodation in block dwellings in London was decreasing, and in particular there was no great demand for tenements in block dwellings near Tabard-street. On the other hand, there were a number of persons whose occupations rendered it unlikely that they would remove to any great distance from their homes. In preparing the draft scheme the Council, therefore, arranged for accommodation on the area for only 2,450 persons. A considerable amount of surplus land was thus left. Apart from a few small areas, there was no open space available for recreation nearer than Southwark-park and Kennington-park, which were a mile and a-half from Tabard-street. The Council therefore decided to lay out the central portion, about five acres in extent, of the surplus land on the Tabard-street area, as a public open space and to provide the requisite re-housing accommodation in five-storey balcony block dwellings overlooking the open space. It was proposed that the remainder (about three acres) of the Tabard-street area and the whole of the two smaller areas should be utilised for commercial purposes.

ii.) Scheme
progress.

The scheme provided for a number of street widenings and extensions. Roads will be formed on each side of the open space ; two of these will be new streets, and two will consist of widenings of Tabard-street and Pardoner-street. The road on the north side of the open space will be continued in an easterly direction so as to provide through communication between Long-lane and Tabard-street. Staple-street will be widened, and Globe-street also between Tabard-street and Violet-place. On the detached (southern) portion of the Tabard-street area, it was proposed to widen Little Hunter-street, Tabard-street, Law-street and Lansdowne-place and to continue the last-mentioned thoroughfare to meet Little Hunter-street. On the Grotto-place area a new road will be constructed forming a continuation of Lant-street and emerging into Great Suffolk-street at King's-court, about 50 yards north of Sturge-street. On the Crosby-row area, Crosby-row and Snow's-fields will be widened within the limits of the area, and a new road will be formed from Crosby-row on the site of Porlock-place. All the new streets will be made 40 feet wide, and the existing roads, where widened, will be made of that width.

The Council on 8th November, 1910, approved the proposals. As a result of the local inquiry held in April and May, 1911, the Local Government Board agreed to confirm the scheme, but called attention to certain suggestions, the chief of which were as follows :—(i.) that the Council should erect on the detached portion of the area between Law-street and Little Hunter-street as many cottages as could conveniently be built ; and (ii.) that provision should be made for the storage of costermongers' carts and barrows. With regard to (i.) the Council was advised that the erection of cottages, instead of commercial buildings, on the site would increase the net cost of the scheme by £8,500. The Council considered that the draft scheme made sufficient provision for re-housing,

(ii.) Scheme but, recognising that the question was a debateable one, agreed to provide the additional accommodation. In the case of (ii.) the Board had been informed that among the persons to be displaced were a number of street traders (costermongers and the like) representing, with their families, about 296 persons, and that these persons kept their barrows and carts in the *cul-de-sac*, courts and alleys opposite their dwellings. Of these 296 persons, however, only about 104 were traders, etc., the balance of 192 being dependents. Many did not use a barrow but only a basket or a tray, and only one case of a horse and cart was noticed. Very few owned their barrows, but hired them by the day or week. The Council, therefore, suggested that the proviso to be inserted in the Order should require the Council to provide on the Tabard-street area such accommodation for the storage of barrows as might in the opinion of the Board be required for the use of street traders displaced by the scheme.

The scheme was confirmed by the Board on 13th March, 1912. The confirming order requires the provision on the Tabard-street area (i.) of accommodation for not fewer than 2,580 persons, including not less than 25 cottages on the detached site in Law-street referred to above, and (ii.) of accommodation for the storage of barrows to the extent suggested by the Council. St. Stephen's Vicarage has, in accordance with the Council's request, been excluded from the scheme. The clearance of the three areas is to be carried out in five sections, and the new dwellings on one section have to be completed before any persons are displaced from a further section. Except in the case of the first section, therefore, new accommodation will be ready for the inhabitants before they have to leave their old houses. The cost of laying out and maintaining the open space is to be regarded solely as a parks charge, although, of course, the cost of acquiring the land will form part of the cost of the scheme.

The cost of the scheme, as confirmed, is estimated as follows :—

Name of area.	Gross cost of property.	Cost of roads, etc.	Gross cost of scheme.	Value of surplus land.	Net cost of scheme.
	£	£	£	£	£
Tabard-street ...	364,500	23,800	388,300	48,100	340,200
Grotto-place ...	45,000	2,600	47,600	20,000	27,600
Crosby-row ...	28,000	3,100	31,100	9,000	22,100
Total ...	437,500	29,500	467,000	77,100	389,900

The cost of dwellings to accommodate 2,580 persons is estimated at £129,175. This expenditure should not involve any charge upon the county rate, as all outgoings in respect of the Council's dwellings, inclusive of capital charges, should be met out of the rents received.

Particulars of the schemes executed by the Council or by the local authorities in London under Part II. of the Act of 1890 are given in the following table :—

Schemes under Part II. of the Housing of the Working Classes Act, 1890.

Name and date of scheme.	Number of persons displaced.	Number of persons required to be rehoused.	Number of persons provided, or proposed to be provided, for.	Size of area in acres. About	Actual or estimated net cost of scheme.	Local authority.	Contribution by local authority or by Council.
<i>Executed by the Council.</i>					£		£
Brooke's-market, Holborn, 1891	55	60	60	.54	8,072	Holborn District Board	3,000
Mill-lane, Deptford, 1892	715	550	947	1.98	19,644	Greenwich District Board	10,478
Ann-street, Poplar, 1893	261	180	630	.75	8,754	Poplar District Board	4,400
Falcon-court, Borough, 1895	824	500	579	1.49	17,747	Vestry of St. George-the-Martyr, Southwark	7,750
<i>Executed by local authorities.</i>							
Green-street, Southwark, 1891	368	216	418	.53	4,805	Do.	1,569
Gun-street (now Boyfield-street), Southwark, 1891							
Norfolk-square, Islington, 1892	190	102	None (a)	.50	7,974	Vestry of Islington	3,987
Moir-place and Plumber's-place, Shore-ditch, 1893	533	520	586	1.65	21,167	Vestry of Shore-ditch	27,500
London-terrace, St. George-in-the-East, 1892	100	None	None	.27	1,365	Vestry of St. George-in-the-East	682
Queen Catherine-court, Ratcliff, 1893	133	108	128	.31	5,574 (b)	Limehouse District Board	2,787
King John's - court, Limehouse, 1897	49	56	132	.21	12,858 (c)	Do.	6,429
Fulford-street and Braddon - street, Rotherhithe, 1897	550	980	980	1.48	33,748	Vestry of Rotherhithe	14,560
Brantome-place, St. Pancras, 1896	1,165	1,104	1,106	1.98	27,950	Vestry of St. Pancras	15,600
Prospect-terrace, St. Pancras, 1896							
Chapel-grove, St. Pancras, 1898	690	500	500	1.75	42,194	Do.	One-third of net cost (proposed by Secretary of State, but not yet fixed). Schemes in abeyance.
Eastnor-place, St. Pancras, 1898							
Totals ..	5,633	4,876	6,066	13.44	211,852		98,742

(a) Obligation to re-house remitted by Local Government Board. (b) Council's contribution based on this figure, £107 for preliminary costs being excluded. (c) Council's contribution based on this figure, £159 for preliminary costs being excluded.

Except the Chapel-grove and Eastnor-place, St. Pancras, schemes, which are in abeyance, neither the Council nor a local authority had in hand on 31st March, 1913, a scheme under Part II. of the Act of 1890.

Schemes under Part III. of the Housing of the Working Classes Act, 1890.

Particulars of schemes executed, or being executed, by the Council under Part III. of the Act of 1890 are given in the following table :—

Name of Scheme.	Size of estate in acres.	Number of persons of the working class provided, or to be provided for.	Actual or estimated cost.		
			Land and road works (if any),	Buildings.	Total.
<i>Completed Schemes.</i>					
Dufferin-street, St. Luke	—	174	£ 1,900	£ 4,715	£ 6,615
Green-street and Boyfield-street	.5	418	3,860	21,075	24,935
Millbank (Mulready-buildings)	—	230 (a)	2,412 (a)	10,540 (a)	12,952 (a)
No. 97, Southwark-street (Holmwood-buildings)	—	72	450	4,778	5,228
Caledonian-estate, Holloway	2	1,384	15,764	53,192	68,956
Wedmore-street, Holloway	1.25	1,050	11,819	46,060	57,879
Brixton-hill..	1	718	7,154	27,968	35,122
Hughes-fields (Raleigh and Benbow-bldgs.), Deptford	.75	440	855	16,375	17,230
<i>Schemes in progress.</i>					
Totterdown-fields, Tooting	38.75	8,788	79,633	318,798	398,431
White Hart-lane, Tottenham	177 (b)	19,722	151,070	564,372	715,442
Norbury, Croydon..	28.5	5,544	43,394	179,641	223,035
Old Oak, Hammersmith..	46.5	8,033	69,268	259,294	328,562
Totals ..	296.25	46,573	387,579	1,506,808	1,894,387

(a) These figures relate to the portion of the estate eventually appropriated for Part III. purposes (see below). The accommodation provided on the whole estate was for 4,430 persons and the cost was: Land and road works, £41,410; buildings, £203,015; total, £244,425. (b) This is the total area which the Council has decided to retain for development. Of this the Lordship-lane frontage (5½ acres) is reserved for the erection of shops, and it is proposed to develop a substantial proportion for better class property. The figures in the subsequent columns relate to the development of about 110 acres only for the working class, of which 3½ acres are laid out as an estate garden.

Totterdown-fields estate.

Brief accounts of some of the more important estates may be of interest. The Totterdown-fields estate, Tooting, was purchased in 1900, and has been developed by the erection of 1,229 cottages (containing 1,261 tenements) and 4 shops. The accommodation afforded in these cottages, reckoned on the basis of two persons a room, is for 8,733 persons. The principal streets are 45 feet wide and are lined with plane trees; the other streets are 40 feet wide. The cottages are two-storey buildings, planned in terraces of not more than 20 cottages, with an open space from 12 to 20 feet between each terrace. They are set back from 5 to 15 feet from the road and are provided with separate gardens. Each cottage has in living-room:—kitchener with open and close fire, dresser, food cupboard, plate rack; in scullery:—sink, copper, coal bunk, and in many cases a gas oven; and in bedrooms:—a wardrobe cupboard. Many are fitted with baths. The number of cottages built to the acre is 31.81. The average cost of different types recently erected, including architect's expenses and incidentals, is as follows:—Five-roomed cottage, £282 17s.; four-roomed cottage, £240 14s.; three rooms and small additional bedroom, £225 17s.; three-roomed cottage, £190 13s.

Millbank estate.

The Council decided, in 1893, to acquire the Millbank estate, which had formed part of the site of Millbank prison. The Home Secretary agreed to consider accommodation provided on the estate as re-housing accommodation for persons displaced from any insanitary area within two miles thereof. As will be seen from the following table, the greater part of the accommodation was appropriated for re-housing purposes.

Name of buildings.	Accommodation provided.	Name of builders.	Date of commencement.	Date of completion.	Millbank estate.
†Hogarth ...	306	Works Dept. ...	Dec., 1897 ...	May, 1899	
†Leighton ...	120	Holloway Bros. ...	April, 1899 ...	June, 1900	
*Millais ...	120	Do.	Do.	July, 1900	
†Romney ...	290	Do.	Summer, 1899	Nov., 1900	
†Turner... ...	430	Do.	Do.	Dec., 1900	
*Ruskin ...	430	Do.	Do.	Mar., 1901	
*Rossetti ...	290	Do.	Do.	April, 1901	
*Reynolds (2 blocks) ...	396	Spencer, Santo and Co.	Spring, 1900	Oct. and Dec. 1901	
Mulready ...	230	Do.	Do.	Dec., 1901	
†Maclise ...	296	Do.	Do.	Feb., 1902	
†Landseer ...	230	Do.	Do.	Mar., 1902	
†Lawrence ...	296	Do.	Do.	May, 1902	
*Morland ...	300	Do.	Do.	Do.	
†Wilkie ...	300	Do.	Do.	July, 1902	
†Gainsborough... (2 blocks) ...	396	Do.	Do.	Aug., 1902	
Total ...	4,430				

* Appropriated for re-housing in connection with the Clare market scheme.

† Appropriated for re-housing in connection with the Kingsway and Aldwych improvement.

‡ Appropriated for re-housing in connection with the Westminster improvement.

One block, viz., Mulready-buildings, has not been appropriated for re-housing purposes, and this is, therefore, the only block which may properly be regarded as provided under Part III. of the Act of 1890. After the buildings had been completed, an intimation was received that it would afford Their Majesties, King Edward and Queen Alexandra, much pleasure to pay a private visit to the estate. The visit was accordingly made on 18th February, 1903, when Their Majesties drove round the estate and inspected specimen tenements.

The White Hart-lane estate, Tottenham, which was purchased in 1901, consists of two sections, a quarter of a mile apart, the northern containing 49 acres and the southern 177 acres. The Council was required by the owner to take both sections, but, as the former would be difficult to develop for building purposes, the Local Government Board consented in 1911 to its being sold, and efforts are being made to dispose of it.

The estate is situated in a district where a working-class population already largely predominates, and the Council came to the conclusion that it would be to the general advantage of the neighbourhood if a substantial proportion of better-class property could be erected on the land. The Council has no power under the Housing Acts to provide dwellings other than for the working class. Special parliamentary authority was therefore obtained in the Council's General Powers Act, 1912, for the development, with the approval of the Local Government Board, of any part of the southern section on the lines of a garden suburb for the accommodation of persons of the working class and others. The Council is authorised to lay out and develop the land, or to sell or lease any or all of it, for the purpose, provided, however, that the Council shall not itself erect houses on the land, except for persons of the working-class. A scheme for utilising this authority is being prepared.

White Hart
lane estate,
Tottenham.

As regards the remainder of the estate, roads and sewers have already been constructed on a part of the southern section adjoining Lordship-lane, sufficient to enable about $48\frac{3}{4}$ acres to be developed. Cottages have been, or are being erected on about 33 acres, and $3\frac{1}{2}$ acres have been laid out as an estate garden. At the date of this report 839 cottages with accommodation for 6,599 persons had been built and 28 others were in course of erection. The cottages are two-storey buildings, similar to those on the Totterdown-fields estate. Many are fitted with baths. Administrative buildings and a small meeting hall for the tenants are about to be erected. The frontage to Lordship-lane will be reserved for the erection of shops, of which five are being built. A site on the estate has been sold for the erection of a public elementary school.

In 1899 the late Lord Swaythling (then Sir Samuel Montagu, Bt.) offered to the Council, on certain conditions, a piece of land at Edmonton, with an area of about 25 acres, for the erection of cottages for persons of the working class. The Council was unable to entertain the offer as it could not, at that time, acquire land outside the County under Part III. of the Act of 1890. This disability was removed by the Act of 1900, but difficulties arose as to the development of the land, and eventually Lord Swaythling generously offered to give a sum of £10,000 to aid the development of some estate to be purchased or already possessed by the Council. This sum is being applied towards the development of a section of the White Hart-lane estate having an area of about 25 acres and known as the Tower Gardens section. The cost of providing the estate garden has been defrayed out of the gift, and the remainder of the money is being employed in providing additional amenities to the cottages and the section generally. The chief condition attached to the gift is that all the houses erected thereunder shall be offered in the first instance, and from time to time as vacancies occur, to residents of three-years' standing and upwards in the Whitechapel division of the Tower Hamlets, without distinction of race or creed.

It is anticipated that the estate will contain as a whole 25.05 cottages to the acre, but on the Tower Gardens section the proportion will be 22.99, as Lord Swaythling's gift enables larger building plots to be laid out on this section. The average cost, including architect's expenses and incidentals, of different cottages recently erected is as follows:—Five-roomed cottage, £245; four-roomed cottage, £225; three-roomed cottage, £175.

Norbury
estate, &
Croydon.

The purchase of the Norbury estate, Croydon, from the Ecclesiastical Commissioners was completed in 1901, the purchase price being £18,000. The estate had then an area of about 30 acres, but a little more than $1\frac{1}{2}$ acres was sold in 1906 to the owner of adjoining property for £3,400, thus reducing the total area to about $28\frac{1}{2}$ acres. Roads have been constructed, sewers laid, and two-storey cottages built upon about $16\frac{1}{2}$ acres of the estate. At the present time 472 cottages, numbering 29 to the acre, to accommodate 3,472 persons, have been built; four shops have also been provided. The cottages are similar in character to those on the Totterdown Fields estate, but have 9-in. party walls. The cottages, with the exception of the cheapest type of three-roomed cottage, are fitted with baths and a large number have a separate bath-

room. The average cost, including architect's expenses and incidentals of cottages recently erected, is as follows :—Four-roomed cottage, £264; three-rooms and small additional bedroom, £231; three rooms, £221 10s. Norbury estate, Croydon.

The Council agreed to purchase the Old Oak estate, Hammersmith, in 1902, from the Ecclesiastical Commissioners, but, owing to legal and other difficulties, the purchase was not completed until March, 1905, the purchase money being £29,858. The estate then contained about 54½ acres, but nearly eight acres were afterwards acquired by the Great Western Railway Company in connection with the proposed construction of a branch line from Acton to Shepherd's Bush. £10,500 was paid as compensation by the company. Old Oak estate.

The north-eastern boundary of the estate, where it adjoins Wormwood Scrubs, was very irregular, and the Council, with the consent of the Local Government Board and of the Army Council, proposes to re-adjust the boundary by appropriating for housing purposes a portion, about 2½ acres in extent, of the open space in exchange for portions, of equal area, of the estate.

The scheme for the development of the western section, which includes all the land, about 14 acres in extent, to the west of the proposed railway line, provides for the erection of 333 cottages and cottage flats, and 5 shops. Of the cottages, 42 will be of five rooms, 27 of four rooms and boxroom, 92 of four rooms, 23 of three rooms and boxroom, 101 of three rooms, six of two rooms and boxroom, and 16 of two rooms. It is proposed to provide 26 cottage flats, 12 with two rooms, and the remainder with one room. Each of the cottages and flats will have a scullery and the usual offices, and the cottages of five and four rooms and 14 of the three-roomed cottages will be fitted with baths. Roads and sewers have been constructed on the western section, 110 cottages with accommodation for 631 persons have been completed, and 169 others are in course of erection or will shortly be commenced. Two shops have also been provided and 3 others are in course of erection. School accommodation will be provided and a site has been reserved for the erection of a church by the Ecclesiastical Commissioners. It is with cottages on this estate that the scheme* for enabling tenants to purchase the leases of their houses will be tested.

The provision of lodging-houses has been a distinctive and interesting feature of the Council's work; so far, three have been erected, namely, Parker-street House, Drury-lane, in connection with the Shelton-street scheme (p. 126), Carrington House, in connection with the Mill-lane, Deptford, scheme (see p. 137), and Bruce House, Clare Market, in connection with the Kingsway and Aldwych improvement (see pp. 239-40). Details are given below :—

Name of House.	Date of erection.	Value of site.	Cost of building.	Total cost.	Accommodation provided.
		£	£	£	
Parker-street House ...	1892-3	3,750	23,159	26,909	345
Carrington House ...	1902-3	2,200	54,937	57,137	803
Bruce House ...	1903-4	8,830	47,105	55,935	708

*See p. 133.

Lodging-houses.

Lodgers obtain tickets for beds at the houses, for which they pay 6d. a night in two cases, and 7d. a night, or 3s. 6d. a week in the other. There are also a few specially furnished cubicles let at 5s. or 6s. a week. The superintendent, in addition to being responsible for the management of the house, carries on, with the assistance of his wife, a catering business at a tariff approved by the Council. Lodgers have the use free of the public rooms and lavatories with hot and cold water, and, at a nominal charge, of a locker. A charge of 1d. is made for a bath. Lodgers are admitted to bed at intervals of half an hour after 7 p.m., and are allowed to occupy their cubicles until 8.30 a.m. At Carrington House special arrangements have been made for the accommodation of men who have to work during the night.

Re-housing in connection with improvements, etc.

The Council, in common with other authorities, companies, etc., who obtain from Parliament authority to acquire property compulsorily, is under the obligation already referred to to provide accommodation for the persons of the working class displaced from such property. Apart from, and in addition to, these obligations, the Council in November, 1898, decided to provide accommodation, not necessarily in the immediate neighbourhood, for a number of persons equal to that of the working class displaced by any scheme under the Act of 1890, or by any Improvement Act. Particulars are appended of accommodation compulsorily provided by the Council in place of that destroyed in connection with bridges, tunnels, street widenings, etc.

Name and date of improvement, etc.	Number of persons displaced.	Number of persons provided for.	Name of dwellings or estate in which accommodation was provided.
Battersea-bridge, 1884	190	286	Battersea-bridge buildings
Blackwall-tunnel, 1888	1,210	1,464	Westview, Armitage, Collierston and Idenden cottages; Council and Cotton-street dwellings
Long-lane and Tabard-street, 1897	291	400	Barnaby buildings (part)
York-road, Battersea, 1898 ..	218	536	Durham-buildings
Battersea-rise, 1900	27		
Red Lion-street to Tooting High-street, 1901	189		
Kingsway and Aldwych, 1899 ..	3,700	3,798	Duke's-court, York-street, Herbrand-street-dwellings and Bruce House; Bourne (part) and Millbank (part) estates
Rotherhithe-tunnel, 1900 ..	2,773	1,990(a)	Swan-lane, Brightlingsea and Bekebourne buildings
Westminster improvement, 1900 ..	2,242	2,368	Millbank-estate (part)
Mare-street, 1900	526	606	Darcy and Valette buildings
Nine Elms-lane, 1900	69	236	Wandsworth-road dwellings (part)
St. John-street, 1900	157	157	Bourne-estate (part)
Goswell-road, 1900	223	223	Bourne-estate (part)
Central-street, 1901			
High-street, Fulham, and Fulham-palace-road, 1902	215	220	Bearcroft-buildings
Greenwich electricity generating station and tramways, 1902	214	220	Hughes-fields dwellings
Totals	12,244	12,504	

(a) Reduced by Local Government Board from 2,842.

There have been numerous cases in which it has not been necessary, or the Local Government Board has remitted (or has been asked to remit) the obligation, to provide re-housing accommodation for persons displaced.

Although new dwellings under special re-housing schemes have not been erected, the Council has voluntarily provided in various parts of London and the suburbs within easy reach of the areas where such displacements have occurred a large amount of accommodation under Part III. of the Act of 1890. This new accommodation exceeds the total of the displacements to the extent, in round figures, of 10,000 persons. The displacements are as follows:—

Purposes for which the accommodation destroyed or to be destroyed has been required.	Number of persons of the working class displaced or to be displaced.
Street improvements—	
Tower bridge, southern approach	535
Do. northern approach	240
Evelyn-street to Creek-road, Deptford	278
Southampton-row, Holborn	329
Kensington High-street	134
Cambridge-road, Bethnal Green	107
South Lambeth-road to Norwood-road	218
Belvedere-road, Lambeth	182
Main drainage works—	
Lots-road pumping station, Chelsea	101
Education service—	
Osborne-place, Whitechapel	118
Fairclough-street, St. George in-the-East	431
Wickham-street and Vauxhall-street, Kennington	100
Vernon-square, Finsbury	225
Ranelagh-road, Westminster	265
Scawfell-street, Haggerston	170
Upper Marylebone-street, St. Marylebone	139
Gifford-street, Islington	249
Popham-road, Islington	189
Cork-street, Camberwell	180
Lunda-street, Battersea	112
Culvert-road, Battersea	227
Vallance-road, Whitechapel	132
Billingsgate-street, Greenwich	178
Exmouth-street, St. Pancras	412
Sundry displacements of less than 100 persons in each case—	
Street improvements	464
Bridges	117
Fire Stations	235
Tramways	109
Main drainage	60
Parks and Open Spaces	22
Education service	2,839
Total	9,097

The property held by the Council for housing purposes is of three kinds:—

(1) Block dwellings, comprising 6,428 tenements.

(2) Cottage estates, comprising 3,183 cottages.

(3) Lodging houses, comprising 1,856 cubicles.

All estates are directly administered from the central office, the large estates and lodging houses by resident superintendents, and the small estates by resident caretakers. Applications for rooms are received at

Management of housing property.

Manage-
ment of
housing
property.

any estate, but no letting is effected until the applicant's references have been taken up, and the applicant accepted as a tenant from the central office. Applications are dealt with as received, and no priority is given, except to persons displaced in connection with any of the Council's operations and to applicants residing in the County.

In accepting a tenant, care is taken to see that the family will not overcrowd the tenement, and, as a basis of calculation, the standard of two persons a room must not be exceeded by more than one child under three years of age. An enumeration of the occupants of each tenement is taken yearly, and all cases of overcrowding ascertained on the basis of two persons a room, all children under five (instead of three as on admission) being counted as *nil*, and any child between the age of five and ten years as half an adult. Cases of overcrowding are usually dealt with by transfers to larger tenements. Tenants at the block dwelling estates are not allowed to take lodgers, but tenants on the cottage estates are allowed to do so under certain conditions. Tenants are required in turn to clean the staircases and landings of the blocks in which they reside. The front gardens of cottages, except the hedges, which are maintained by the Council, must be kept in a cultivated condition.

Repairs at the small estates are carried out by workmen caretakers, and at the large estates by workmen under the superintendents. There is also a staff of jobbing workmen and painters who carry out repairs under direct supervision from the central office. It is the practice to paint all outside work every four years.

The lodging houses are under the charge of resident superintendents, with a staff of porters, bedmakers, laundresses, etc.

The following statement shows the accommodation provided in the Council's dwellings, and the gross annual rent on 31st March, 1892, and each subsequent year:—

Year.	Tenements.	Rooms.	Cubicles.	Persons provided for.	Gross Annual rent.
					£
1892	56	87	—	174	629
1893	56	87	324	498	3,578
1894	56	87	324	498	3,578
1895	358	871	324	2,066	8,120
1896	602	1,485	324	3,294	12,910
1897	984	2,603	324	5,530	22,020
1898	1,263	3,261	324	6,846	27,943
1899	1,355	3,525	324	7,374	30,062
1900	1,523	3,966	324	8,256	33,832
1901	2,346	5,936	324	12,196	51,242
1902	2,951	7,368	324	15,060	62,780
1903	3,881	9,552	324	19,428	81,088
1904	4,666	11,661	1,147	24,469	103,091
1905	5,929	15,098	1,147	31,343	129,130
1906	6,326	16,352	1,147	33,853	136,315
1907	7,474	19,879	1,845	41,648	166,950
1908	7,880	21,085	1,845	44,060	177,488
1909	8,196	22,210	1,845	46,310	186,097
1910	8,539	23,578	1,846	49,003	194,020
1911	8,947	25,006	1,849	51,856	207,341
1912	9,272	26,291	1,856	54,130	213,590
1913	9,510	27,051	1,856	55,571	218,926

CHAPTER VIII.

Lunacy and Inebriety.

It is somewhat difficult to trace the precise period at which it was first generally recognised that the supervision of the care and control of those afflicted with the disease of lunacy was necessary. From the earliest times, however, responsibility in the matter appears to have rested upon the King as the representative of the conscience of his people. At all events the statute *De Prærogativa Regis*, which was passed in 1325, enacted that the care and custody of all lunatics and the administration of their property belonged to the Crown. This statute still remains unrepealed. Of the exercise of this humane prerogative during the 14th and 15th centuries very little evidence exists, but it is known that when exercised at all since the 16th century it has, as might have been expected from its nature, been mainly exercised through the Lord Chancellor. It could not have been very effective, however, because until the middle of the 16th century the mildly insane were cared for at shrines or wandered homeless about the country. Such as were deemed to be a menace to the safety of the community were either sent to the ordinary prisons or chained in dungeons. Gradually the persons merely insane were distinguished from the criminals, and as the cloisters and monasteries lost their occupants the insane were put in their places. Thus, "Bedlam," the Royal Bethlem Hospital, which was built as a priory in 1247, was rebuilt in 1676 as an asylum for the insane.

In the 18th century the need for some legislation was felt to be pressing, particularly in the largest centres of population, and consequently an Act "for regulating madhouses" was passed in 1774, providing that the powers and duties of the Lord Chancellor in respect of the care and control of lunatics in the whole of the county of Middlesex and in any other place within seven miles of the cities of London and Westminster, including the two cities themselves, should be performed by a body of five commissioners, who were to be elected annually by the fellows of the Royal College of Physicians from among the fellows of the College. This is the first statutory reference to a body of Commissioners in Lunacy. They were a strictly medical body, meeting in the College Hall at stated intervals and reporting to the Lord Chancellor. Nevertheless, inasmuch as they were charged with the duty of regulating "madhouses" and all the work of licensing and supervising connected therewith, they were called upon to exercise judicial functions which in other parts of the country were performed by the justices in quarter sessions. Although they were at a disadvantage in not being learned in the law, yet they seem to have been a success; for while their constitution was at first quite experimental—they were set up originally for quite a short period—after twelve years they were made a permanent institution and worked under their original constitution until 1828.

History of
care of insane.

The investigations of a Committee of the House of Commons in 1815 revealed the fact that the insane were inhumanly treated in England as in other countries, but further legislation did not take place until 1828, and even then only the metropolitan area was dealt with. In this year an Act was passed repealing the Act, 14 Geo. III., c. 49 (as subsequently modified and perpetuated by 26 Geo. III., c. 91) and setting up a new body of Commissioners for the metropolitan area. These were fifteen in number (five being physicians) and were appointed annually by the Home Secretary.

In 1832 a further development took place and under the title "The Metropolitan Commissioners in Lunacy" another body was called into being. These, 15 to 20 in number, were appointed by the Lord Chancellor annually to act in respect of the same area as former bodies of Commissioners; and four or five were to be physicians, and two were to be barristers.

The first of the Lunacy Acts of 1845 extended to the whole country the principle of putting the control of lunatics into Commission, and eleven Commissioners were then appointed by name in the Act to be Commissioners in Lunacy. The second Act dealt with the provision and regulation of lunatic asylums for counties and boroughs and the maintenance and care of pauper lunatics. It marked a development of policy from the mere taking of precautions to see that lunatics in general were properly cared for in appropriate institutions, to the provision, out of public funds, of suitable accommodation for the care and control, in the first instance, of that class of lunatic for whom no other suitable accommodation would otherwise have been provided. In 1853 it was repealed by a statute which further developed the same policy. Under this later Act the justices of each county, and, with certain exceptions, of each borough, were required to erect sufficient asylum accommodation either within or without the boundaries of the area of their jurisdiction. They were empowered to levy a general district rate to pay for the erection and maintenance of these asylums, and had to appoint for each asylum a committee of visitors to regulate and control it. The Act also laid down rules for the admission of pauper lunatics and provided that the cost of their maintenance should be borne by the union to which they were chargeable, when that could be ascertained, and otherwise by the county.

So far, it will be seen, the provision of suitable accommodation for the safety, care and control of lunatics had been divided into two parts:—(1) for all lunatics other than pauper lunatics; (2) for pauper lunatics. The first was left in the hands of private enterprise, subject to supervision and control, primarily by the visiting justices and to a certain extent by the Commissioners in Lunacy; and the second was imposed as a duty upon the local government authorities, but subject to the same supervision and control.

The changes brought about by the Local Government Act, 1888, had their effect in matters of lunacy as in most other matters which had come to be administered by the county or borough justices. The duty of dealing with pauper lunatics was taken from them and

imposed on the newly created county or borough councils. In the case of London, the creation of the county from certain portions of the counties of Middlesex, Surrey and Kent entailed the removal from them of the responsibility for the welfare of lunatics in the county, and their duties under the Act of 1853 were transferred to the Council or, in the case of the City, to the Common Council of the Corporation of London.

Considerable adjustment of county property was rendered necessary, and this resulted in the conveyance from the Middlesex Justices to the Council of asylums at Banstead in Surrey, Colney Hatch and Hanwell in Middlesex, and the site and foundations of a fourth asylum at Claybury in Essex; and from the Surrey Justices of the asylums at Cane Hill and Wandsworth in Surrey. Subsequently, however, for the sake of convenience, the last-named asylum, which provided accommodation for about 1,000 patients, was sold in June, 1889, to the Middlesex County Council.

The Act of 1853 required that a Committee of Visitors should be appointed for each asylum, but an Act of 1889 modified this by authorising a county council which had provided more than one asylum to appoint only one Committee of Visitors for all.

This last-mentioned Act, which was to have come into force on 1st May, 1890, was superseded before it ever had effect by a consolidating and amending Act which was passed in 1890, and actually came into operation on 1st May of that year. This Act repeated the provisions of the Act of 1853, which imposed upon the Committee of Visitors of every asylum the obligation to present an annual report to the local authority to which the asylum belonged; and provided that pauper lunatics were to be paid for by the union in which they were settled, at a rate not exceeding 14s. a week to be fixed from time to time by the Visiting Committee of the asylum to which they were sent. This sum was to be based upon the average expense of maintenance of paupers including the salaries of officials. If 14s. would not cover this, the sum might be increased with the sanction of the local authority. If the settlement of the pauper could not be ascertained, the cost was to fall upon the general fund of the local authority. The general expenses of the provision, repair, etc., of asylums was to be borne by the county fund. The Act of 1890 purported to enable the office of Commissioner in Lunacy to be amalgamated with that of Master in Lunacy or Chancery Visitor, but, owing to some doubt as to its terms, advantage of this provision was not taken until a further Act had been passed in 1912. There are now ten Commissioners, of whom three must be physicians and three barristers.

The principal other powers conferred upon Visiting Committees are summarised in the Council's reference to the Asylums Committee, which is as follows:—

Powers of
Asylums
Committee.

The Committee shall be the committee for the management and control of all the county lunatic asylums, within the meaning of the Acts relating to such asylums.

Powers of
Asylums
Committee.

The Committee may exercise the powers given by the Lunacy Act, 1890, that is to say—

(a) Where the Committee have been authorised to provide an asylum, or additional asylum accommodation, they may procure plans, purchase lands, and erect buildings and complete and furnish such asylum ready for the reception of lunatics, reporting from time to time to the Council, provided that any plans, estimates and contracts be approved by the Council before execution.

(b) The Committee may order all ordinary repairs to asylums; and they may order additions, alterations and improvements to the extent of £400 in any one year, provided that if any such expense exceeds £100, previous notice must be given.

(c) The Committee shall appoint a clerk who shall continue in office so long as the Committee continue in office.

(d) The Committee shall appoint a chaplain, medical officer, clerk, treasurer, and such other officers and servants as they think fit for each asylum.

(e) The Committee may appoint a visiting physician and surgeon and appoint the resident medical officer, or (with the sanction of the Secretary of State) any other person, to be Superintendent of an Asylum.

(f) The Committee shall frame general rules for the government of asylums, and submit the same to the Secretary of State, for his approval; and they shall make regulations (consistent with the general rules) which shall set forth—

(i.) Number and description of officers and servants to be kept.

(ii.) Duties required from, and salaries to be paid to such officers and servants.

(ie) Diet of the patients.

And such regulations may also provide—

(iv.) For the reservation of beds for particular cases.

(v.) The exclusion of persons affected with any contagious or infectious disease.

(g) The Committee may contract for the reception of all or any of their pauper lunatics in any asylum, hospital, or licensed house for lunatics, for a gross sum, or for a periodical payment of rent for any period not exceeding five years.

(h) The Committee may arrange for the reception of chronic lunatics chargeable to any parish or union, into the workhouse.

The Committee may provide that a uniform charge shall be made for the maintenance of lunatics in the several county asylums, and that for that purpose any surplus arising on the accounts of one asylum shall be applied to meet the deficit arising on the accounts of any other asylum.

The Council has also charged the Committee with the duty of considering from time to time the question of providing additional accommodation for pauper lunatics and of reporting periodically to the Council both as to this question and as to the administration of the asylums and the care of lunatics by the Committee, the conditions of lunacy in London and the progress of scientific investigations with regard thereto; of preparing annual estimates of expenditure, which were not to be exceeded except under the authority of the Council; and of appointing a sub-committee for each asylum and delegating to it such powers as the Committee might from time to time think fit.

Statistics.

The total number of pauper lunatics and imbeciles with a settlement in the County of London on 1st January, 1890, was 16,362. Since that

date there has been a steady growth of certified lunacy in London, and the following table shows for each year since 1890 the whole number of insane persons chargeable to London rates, under treatment in public institutions as paupers, or otherwise within the cognizance of the Poor Law authorities, and also includes criminal lunatics and private patients (except those at Claybury Hall) in London County asylums:—

Year. (1st January)	Lunatics under reception orders.	Lunatics in Metropolitan Asylums Board asylums.	Lunatics in work-houses or with relatives and friends.	Total number of lunatics.	Annual increase of	
					Lunatics under reception orders.	Total number of lunatics.
1890	10,104	5,566	692	16,362	—	—
1891	10,356	5,620	560	16,536	252	174
1892	10,508	5,820	484	16,812	152	276
1893	10,835	5,916	500	17,251	327	439
1894	11,668	5,870	520	18,058	833	807
1895	12,118	5,908	525	18,551	450	493
1896	12,868	5,928	553	19,349	750	798
1897	13,542	5,896	529	19,967	674	618
1898	14,079	5,855	595	20,529	537	562
1899	14,718	5,820	604	21,142	639	613
1900	15,185	5,770	562	21,517	467	375
1901	15,472	5,567	528	21,567	287	50
1902	16,286	5,607	498	22,391	814	824
1903	16,957	5,687	576	23,220	671	829
1904	17,465	6,356	462	24,283	508	1,063
1905	18,168	6,450	432	25,050	703	767
1906	18,540	6,411	416	25,367	372	317
1907	18,841	6,501	425	25,767	301	400
1908	19,240	6,533	397	26,170	399	403
1909	19,716	6,763	369	26,848	476	678
1910	19,914	6,676	413	27,003	198	155
1911	20,158	6,875	448	27,481	244	478
1912	20,429	7,099	483	28,011	271	530
1913	20,930	7,097	490	28,517	501	506
Total increase in 23 years ...					10,826	12,155
Average annual increase ...					470	528

These figures show a steady rise in the number of lunatics, which is quite out of proportion to any increase in the general population and has, so far as can be traced, no ascertainable relation to the statistics of ordinary pauperism. This fact, however, must not be assumed to justify the conclusion that there is some radical defect in the conditions of London life, predisposing to mental breakdown. The increase year by year in the total number of lunatics is probably accounted for in great measure by a lessening asylum death-rate, accompanied by a decrease in the number of discharges, as well as by the fact that more persons are sent for asylum care now than formerly. Thus, there is an accumulation of an ever increasing total of insane persons under care, and the number of known cases of insanity grows while the number of fresh cases of mental disease occurring per thousand of population does not seriously increase.

Statistics.

The number of first attack cases, as well as the number of cases of recurrent insanity, shows a tendency to decrease. This, at first sight, appears to be encouraging; but too much importance should not be attached to it, because the number of admissions is necessarily affected by the amount of accommodation available. In recent years this has not been sufficient to balance the total increase in certified lunacy in the county; not merely because the supply of additional beds has not kept pace with the increased demand, but also as a consequence of the reduction in "exits." It is possible that the statistics will continue to exhibit a downward tendency in the direct admissions for some little time to come; but, following previous experience, this may be succeeded by a considerable increase when further accommodation is available.

Careful records are kept of the numbers of patients re-admitted to the asylums after having been discharged as "recovered," and as far as possible all such cases are sent back to the asylums from which they were last discharged in order that continuity of treatment and of record may be preserved. The figures show how much difficulty is involved in the duty of discharging patients, and how great is the responsibility placed upon the medical superintendent who has to recommend cases to the visiting sub-committee as fit for discharge. It is often hard to decide how far continued detention is justified in the case of an apparently cured lunatic when it is practically certain that on his entry into ordinary life his unstable mental equilibrium will speedily become unbalanced again. The same difficulty arises in the case of a feeble-minded person who is quiet and apparently behaves rationally so long as he is subject to the ordered routine of an institution, but who, once outside and exposed to the common temptations and irritations which normal individuals can overcome, will exhibit unmistakable evidence of his deficiency. Appeals from friends and considerations of public expense alike are apt to weigh in favour of discharge. Every case has to be given careful individual consideration, but experience shows that discharge is not always the wisest course, even on the ground of expense, nor the kindest. It is clearly to the public interest, so far as the law permits, to keep in detention a feeble-minded person who is a potential nuisance to society and a probable source of further burdens upon the rates. Discharge from institution care may wisely be allowed, however, in some cases when the possibility of such further burdens is no longer in prospect. The fact seems to be that the majority of the patients now-a-days (whatever may have been the case in former times) are not in a true sense "curable" cases. Of the lunatics in asylums only an insignificant percentage have "favourable" chances of recovery; a larger proportion being "doubtful," while the overwhelming majority are regarded as "unfavourable." The proportion of "unfavourable" cases is constantly increasing; and, correspondingly, there is a steady diminution in the numbers of potential recoveries. These two factors, the unfavourable prospect of recovery, and the marked diminution in the number of patients actually discharged "recovered," when considered in conjunction, lead to the conclusion that a stricter view of

what can fairly be termed recovery is now taken by medical opinion Statistics. than formerly. As a result there is an accumulation tending to increase the numbers of insane persons in confinement, but not necessarily indicating that lunacy is on the increase.

On 1st January, 1890, accommodation had been already provided for 7,270 patients for whom the Council was responsible. Since that date further accommodation has been provided at frequent intervals and the accommodation on 1st January, 1913, was as follows :—

Asylum.	Date of opening.	Accommodation on 1st Jan., 1913.	Type.
Banstead	1877	2,491	Block and villa.
Bexley	1898	2,247	Block and villa.
Cane-hill	1883	2,209	Block.
Claybury	1893	2,478	Block.
Colney Hatch	1851	2,554	Block and villa.
Epileptic Colony	1903	426	Villa.
Hanwell	1831	2,539	Block and villa.
Horton	1902	2,174	Block and villa.
Long-grove... ..	1907	2,158	Block and villa.
Manor	1899	1,062	Villa.
		20,247	

Of these asylums the oldest is that at Hanwell, which was built in 1831, but has since been greatly enlarged and altered. Dr. Conolly, whose name is so honourably associated with those of Tuke and Gardner Hill in England and Pinel in France in the movement for the more humane treatment of the insane, was medical superintendent of this asylum from 1839 to 1852.

One of the few new provisions of the Act of 1890 was one which, while allowing private establishments already licensed for the care and treatment of the insane to continue to be licensed, forbade the grant of licences to any more of such establishments. The effect of this has been to throw upon local authorities the responsibility for the provision of proper accommodation for all classes of lunatics. The abortive Act of 1889 authorised local authorities to provide for paying patients and this authority was repeated in the Act of 1890. The first experiment made by the Council in this direction was at Claybury Asylum, where the old manor house was converted into accommodation for 64 male persons. The charges made are 30s. a week for London patients and 40s. a week for others. The first experiment in providing accommodation for private women patients was undertaken at the Manor Asylum in 1899 when 59 beds were set apart for this purpose and a charge of 15s. a week was made for each such patient.

From time to time the accommodation has been increased and at 1st January, 1913, 136 beds were provided at the Manor Asylum for private female patients at a sufficiently low rate (16s. 11d. a week) to enable a class of people to be received who otherwise, for the most part, would have to be admitted to an asylum through the parish.

Statistics.

The staff in connection with the control and management of the Council's asylums numbered 4,115 on 1st April, 1913. The staff consists of the clerk of the Asylums Committee and his assistants, the asylums engineer and his staff, the pathologist and his staff, the medical superintendents, assistant medical and other officers, male attendants, nurses and servants, and persons engaged in construction works and ordinary repairs at the asylums.

The total population of the asylums (patients and staff) is 24,085, distributed as follows—Banstead 2,936; Bexley, 2,680; Cane-hill, 2,632; Claybury, 2,938; Colney-hatch, 3,107; Hanwell, 3,041; Horton, 2,603; Long Grove, 2,568; The Manor, 1,270; Epileptic Colony, 510. These figures include the private patients (202) at Claybury Hall, and the Manor Asylum, but do not include 59 out-county patients temporarily accommodated in the London County asylums.

Causes of lunacy.

Much investigation of the causes of lunacy and of the measures to be taken for its cure, has been prosecuted at the asylums, in spite of the fact that the facilities for investigating the causes of lunacy are very meagre. Lack of opportunity for examining patients in their normal environment, added to the unreliability of information obtained from their friends and relatives, increases the difficulties of the investigator. Further, the closer and more thorough the enquiry the greater is the difficulty in assigning insanity to any one predominant factor.

Special attention to the problem, otherwise than from the clinical standpoint, has been secured by the appointment of a pathologist (Dr. F. W. Mott, F.R.S., etc.) who took up his duties in 1895 at the special laboratory provided at Claybury Asylum. The results of the research carried out by himself, and by others acting under his superintendence, have been published from time to time by the Council, principally in the five volumes of *Archives of Neurology from the Pathological Laboratory of the London County Asylums*, edited by him.* A sixth volume is now in preparation.

Routine of asylums.

The conclusion arrived at by a Sub-Committee of the Asylums Committee, appointed specially to consider the exceedingly complex question of heredity and insanity was that, as a preliminary to any serious attempt to deal with the problem of heredity, further precise information as to the laws of heredity and their operation in the transmission of mental health or mental defect is absolutely necessary. Information as to the family histories of patients in the London County Asylums is now being compiled, as far as possible upon uniform lines, and tabulated in statistical form. It is hoped that the outcome will be a body of reliable data upon which sound conclusions may be based.

The value of regular living, with as full a utilisation of their faculties and energies as circumstances permit, in assisting recovery is persistently borne in mind; patients are therefore encouraged to be regular in all their activities. Wherever possible they are engaged in useful and profitable occupations. Meals are served at regular times and the dietary is in conformity with an elaborate and detailed scale approved

* Vols. II. and III., 17s. 6d. each; Vols. IV. and V., 10s. 6d. each. Vol. I. is out of print.

by the Committee. This provides not only a standard for the quality of victuals, but also a maximum quantity for each patient. Routine of asylums.

Contracts are entered into by the Committee for the supply of such articles of consumption as cannot be produced in the asylums, and some indication of the magnitude of the purchases can be derived from the fact that in the year 1912 a total of over $7\frac{1}{2}$ million pounds of bread were consumed. In the same period the quantity of flour consumed exceeded $6\frac{1}{2}$ million pounds; of beef, $1\frac{1}{4}$ million pounds; mutton and lamb, $\frac{3}{4}$ million pounds; fish, $\frac{2}{3}$ million pounds; potatoes, 4 million pounds; milk, $4\frac{1}{4}$ million pints; cheese, butter and butter substitutes, $\frac{3}{4}$ million pounds. From these figures some rough idea may be obtained also of the effects on the cost of pauper lunatic maintenance, resulting from quite a small percentage of increase in prices, even though the strictest economy is observed; and it has been a noticeable feature of recent contracts that, on the whole, prices have shown an upward tendency.

Considerable attention is also given to organising the recreations of the patients. Musical and dramatic entertainments, lantern lectures, dances, and whist drives are held during the winter evenings.

One of the great problems before any authority dealing with lunacy is proper initial classification. Especially with large numbers this is matter of serious importance if real progress is to be made in the curative treatment of lunacy. Realising its importance the Council in 1903, 1907 and again in 1910 sought powers for the establishment of a receiving house. On each occasion the Bill failed to secure the approval of Parliament. Receiving house.

In 1898 a proposal was first mooted to organise a colony for epileptics, in which they could receive specialised attention. A site was utilised on the Horton Estate on which were erected one-storey villas of a bungalow type with accommodation for some 300 male patients. Unfortunately, however, epilepsy in its early stages does not come under treatment at this colony. It is only when a person is a chronic sufferer that he becomes an inmate and the work of attempting to cure him when in that condition is hopeless, though in some cases institution life and care does produce an amelioration of his state. Epileptics.

In epilepsy, and in practically all other forms of mental disease as well, there exists a wide-spread prejudice against institutional treatment which militates against the effective dealing with insanity. This prejudice arises, it would seem, mainly from a fear of stigma and from abhorrence of the ideas commonly associated with asylums, though these ideas are now less prevalent, and rightly so, than in past days. With a view to overcoming it, Dr. Henry Maudsley, in 1907, put forward a scheme for the establishment in London of a properly equipped hospital for mental diseases, the main objects of which would be:— Mental diseases hospital.

(1) the early treatment of cases of acute mental disorder with a view to preventing the necessity of sending the patients to the county asylums;

(2) to promote exact scientific research into the causes and pathology of insanity with a view to its successful treatment and prevention;

(3) to serve as an educational institution.

Mental
diseases
hospital.

This proposal caused considerable discussion amongst those interested in the treatment of lunacy, and on 18th February, 1908, Dr. Maudsley placed before the Council an offer to give a sum of £30,000 towards the provision of such a hospital.

The most forcible argument for such an institution, from the point of view of the patient, appears to lie in the fact that it would provide opportunity for individual treatment and close personal attention, which are all-important in the early stages of mental disorder. In connection with the more modern of the London County Asylums, detached villas which afford facilities for the classification of the patients, and for the separate housing, so far as the villa accommodation will permit, of those who are amenable to treatment had already been provided. But apart from this, the only means of classification are found in the ordinary wards of the asylums. The asylum population consists to a large extent of patients whose mental condition is chronic, and who are not therefore in need of the individual attention which other cases require. Such patients call chiefly for detention and not for treatment, since, in their cases, there is no hope of cure, whereas in the hospital, only those patients would be retained for whom treatment is necessary and who respond to it. Chronic cases would either not be received, or, having been received and found to be in such a condition that they required detention only, would be transferred to one of the ordinary asylums. Hence there would be in the hospital an entirely different atmosphere from that of the ordinary asylum, an atmosphere of sanity as opposed to one of insanity. The hospital, being equipped with every appliance necessary for treatment, would be essentially an institution for providing treatment, the direct object of which would be the cure and discharge of the patient.

One of the features of a mental hospital situated in London would be the possible association with the institution of honorary visiting physicians and surgeons. Another, which would be of great public utility is a proposed out-patients' department, where persons in the incipient stages of mental disorder could be taken for advice and treatment, and might thus by timely attention avoid altogether the need for certification and restraint, which otherwise would be certain to arise at a later stage, and where discharged patients and those allowed to be absent from an asylum for a period of trial might attend from time to time for their own benefit and to enable notes of their progress to be taken. Nothing of this kind is available at present in connection with the asylums, which are for the most part too far in the country to provide a useful opening for out-patients' departments even if such could be established.

From another point of view, a very strong argument in favour of a hospital presents itself in the consideration of the value of such an institution in the dissemination of knowledge of mental diseases and in the provision of systematic instruction in methods of treatment. If a close acquaintance with the peculiarities of mental and nervous diseases were more common, many cases of incipient insanity which now find their way ultimately to the workhouse and the asylum might be recognised

at an earlier and more hopeful stage, and by preventive as well as by remedial measures might be so dealt with as never to need institutional confinement. A hospital to be conducted as a school of the London University, in close touch with the general hospitals and their medical schools, and with a central pathological laboratory should do a great deal to bring this about. There is much force also in the suggestion that the teaching of the hospital would increase the supply of trained medical officers available for service in the asylums. In Berlin, Munich and other cities and towns in Germany a psychiatric clinic and laboratories are associated with the university, and the effect has been the rapid development there of clinical and pathological knowledge of mental diseases and the proper systematic training of asylum officers, graduates and post-graduates in psychological medicine. Mental diseases hospital.

A site was purchased for the hospital at Denmark Hill early in 1909 and the principal buildings to be erected thereon are three in number, viz. :—

- (1) The administrative building, in which are the administrative offices, accommodation for part of the resident staff, an out-patients' department, pathological laboratory and the general stores.
- (2) A hospital building of three floors, having on each floor a complete ward for 18 male patients and two nurses or attendants.
- (3) A hospital building of three floors, having on each floor a complete ward for 18 female patients and two nurses.

The minor buildings provided for are the main kitchen and scullery, the boiler house, various rooms for staff purposes, a disinfectant room, and a mortuary and post-mortem rooms.

The provision of accommodation for the pathological laboratory in the hospital buildings will involve the disuse of the present laboratory buildings at Claybury Asylum, and a scheme is being considered for the future use of these buildings.

The estimated cost of the buildings, excluding equipment, amounted to £48,000. Taken on the basis of 108 beds this is equivalent to £444 8s. 10d. a bed. The equipment of the institution, including the provision of padded rooms, fire alarms, and telephones, the laying out of the grounds, and the purchase of furniture, beds, bedding, etc., will cost it is estimated £8,000, or approximately £74 a bed. It is anticipated that the hospital will be opened by the beginning of 1915.

This institution will mark the opening of a new era in the methods of dealing with lunacy in this country. Instead of waiting until a person has been declared entirely incapable of controlling himself or his affairs, before submitting him to treatment, it will be possible by utilising the hospital to take steps to remedy his complaint before it has become chronic.

Further measures for the amelioration of the effects of insanity and for preventing its increase have been suggested from time to time in conformity with the trend of general opinion. Of these, reference may be made to proposals for segregating the relapsing insane, but more especially to efforts now being made, through educational institutions, Preventive action.

Preventive
action.

to control children and young persons showing signs of mental deficiency. From the conflict between movements for securing some different form of treatment for cases of insanity than has hitherto existed one line of action clearly emerges, and efforts are now directed to the treatment of incipient lunacy and to the detection of infantile feeble-mindedness. It is in measures such as these rather than in the seclusion of chronic and hopeless cases that there seems to be the best prospect of checking the recurrence of congenital mental deficiency in future generations. The report of the Royal Commission on the Care and Control of the Feeble-minded focussed public attention on the subject; and arising therefrom various proposals have been submitted to Parliament. Notable among the different bills that have been promoted are the Feeble Minded Persons (Control) Bill, the Mental Defect Bill and the Mental Deficiency Bill, all of which were introduced in 1912, but none of which became law. In the session of 1913 the Government introduced a new Mental Deficiency Bill generally on the lines of the proposals made in 1912. The differences between the last bill and its predecessors, however, are largely accounted for by the fact that a good many of the alterations made or foreshadowed in Committee in 1912 have been included. For the purposes of the bill feeble-minded persons are divided into four groups (viz., idiots, imbeciles, feeble-minded persons and moral imbeciles) and any person under 21 years of age who is a defective may be dealt with at the instance of his parent or guardian and placed in an institution or under guardianship. It is proposed to set up a new local Committee, under the local authority, to look after the welfare of the feeble-minded, and it will be the duty of the local education authority to ascertain which children in its area, between the ages of 5 and 16 years, are defectives and which of these are incapable of receiving benefit from instruction in the special educational institutions already in existence. Such children will be handed over to the care of the proposed new local Committee. Thus the net effect of these proposals will be the provision of special education for educable cases of feeble-mindedness in children and special treatment, as distinct from education, for cases which cannot be satisfactorily treated in this way.*

Inebriate
reforma-
tories.

The evils arising from excessive indulgence in alcohol and the extent of such indulgence in this country are so generally admitted that evidence on these points is not needed. For a person who is addicted to this form of indulgence and accordingly seems to have become almost incapable of resisting the temptation, moral suasion alone has seldom any effect. In such cases abstinence from alcohol for a considerable period is essential, and, owing to the difficulty of doing this under ordinary conditions, institutions, intended to make abstinence effective for a given period, become necessary.

In 1870 the question of habitual drunkards was first brought before Parliament by Dr. Dalrymple, but bills introduced by him each year from 1870 to 1873, and the proceedings of a Select Committee in 1871 led to no definite result. A Committee, appointed in

* The Bill became law on 15th August, 1913.

1875, of the British Medical Association acting with a Committee of the Social Science Association, formed the nucleus of an Association for promoting legislation on the subject, and, under its auspices, Dr. Cameron introduced a bill in 1877 for establishing two classes of institutions, (a) retreats to be licensed by the local authority, *i.e.*, the justices in quarter sessions, and (b) reformatories to be established directly by the same authority. The former were to be used by persons on their own application, or on committal by the justices in petty sessions on the application of relatives, etc., while the latter were for habitual drunkards convicted by a court of summary jurisdiction, or persons, who, having been convicted of drunkenness three times within three months, were unable to find sureties for their good behaviour for a year. The bill did not reach a second reading, and again in 1878 it was unsuccessful, although it was considerably modified, the clauses relating to reformatories being eliminated. In 1879 the bill, with certain further modifications, became law under the title of the Habitual Drunkards Act, 1879. The operation of the Act was limited to 10 years, but by the Inebriates Act, 1888, it was made permanent, subject to a few slight modifications. Sections 13 and 14 of the Inebriates Act, 1898, constituted county councils as the local authorities under the Act, in place of the Justices of the Peace, and empowered them to contribute towards the establishment or maintenance of retreats.

So far, the only habitual drunkards dealt with by legislation were those who voluntarily applied to be placed in a retreat. In 1891 Lord Herschell moved in the House of Lords for an inquiry to ascertain whether some better method than that then in vogue could not be devised for dealing with habitual drunkards, particularly those coming before the police courts. A Departmental Committee, appointed in 1892, among other recommendations, supported the principle of the establishment of reformatory institutions, aided by contributions from Imperial and local funds, for the detention of certain classes of criminal habitual drunkards. After some delay the Inebriates Act was passed (in 1898), its more important provisions being as follows. If a person is convicted, on indictment, of an offence punishable with imprisonment, or penal servitude, and if the court is satisfied that the offence was committed under the influence of drink, and if the offender is an habitual drunkard, the court may order him to be detained for not more than three years in any inebriate reformatory. It is also provided that any person who commits any one of certain offences, and who within the twelve months previously has been convicted summarily, at least three times, of any such offences, and who is an habitual drunkard, shall be liable, upon conviction on indictment, or, if he consents to be dealt with summarily, on summary conviction, to be detained for not more than three years in an inebriate reformatory. The Home Secretary is authorised to establish "state" reformatories, and to certify and to make regulations for reformatories erected by a county council or a private person. The Treasury is authorised to make grants towards the cost of maintaining persons in certified reformatories, and county councils may contribute towards, or may establish or maintain, reformatories, and

Inebriate
reforma-
tories.

Farmfield"
Reformatory.

may defray the whole or part of the expenses of detention of any person in a reformatory.

The Council on 28th February, 1899, decided to put the Act into operation, and arrangements were made with the managers of Duxhurst and Ashford reformatories for the admission of Protestant and Roman Catholic women respectively. After further consideration, the Council decided itself to erect a reformatory, and for this purpose bought Farmfield, a residential mansion and farm of 374 acres near Horley, Surrey. Possession of the estate was given in February, 1900. In the following August the adapted buildings were ready for the reception of 33 patients, and by the end of the year the whole of this accommodation had been utilised. The Council, convinced of the necessity for additional accommodation, decided on 18th December, 1900, to erect accommodation for 80 additional patients with the necessary staff. The new buildings comprised an administrative block in communication with four surrounding blocks, each complete in itself with kitchen, bathroom and compound for open air exercise, and each accommodating 20 patients. One of the blocks is subdivided into two self-contained sections, each accommodating 10 patients. The advantage of this system is that patients are readily divided according to certain marked characteristics, such as excitability or hysteria, moral paralysis, imbecility, weak-mindedness, etc. The punishment cells are in a block removed from the other buildings. The total expenditure on capital account to 31st March, 1913, has been £44,025.

Much of the work on the farm and gardens, especially during haymaking and harvesting, is done by the patients. They are also employed in other farm, house and laundry work, and in making clothing and outfits in anticipation of the time when they are licensed out to employment. The sale of farm produce from the estate and of patients' work brings in about £800 a year.

Patients may be discharged on licence after nine months' detention, but early licensing has been unsuccessful and patients are now licensed only a short period before discharge.

As the period immediately following discharge is the most critical for the patients the Council endeavours to keep in touch with them after they leave the reformatory, and in 1911 approved the formation of an After Care Committee, consisting of ladies willing to assist and visit such patients. Very little expense is incurred by the Council in connection with this branch of the work. A "disposal fund" has been established for the benefit of discharged patients and assistance is given in suitable cases. The greatest difficulties have been experienced in obtaining suitable employment for the women. The principal kinds of employment at present open are domestic service and laundry work. The majority of the women are unsuited to the former while work in a laundry has its drawbacks.

Of the 2,459 cases committed from London courts, 905 have been treated at Farmfield, 122 being under treatment on 31st March, 1913. During the year, 43 patients were admitted to Farmfield and 42 patients, who had completed their sentences, left the institution. A considerable number is known to relapse shortly after leaving. These unsatisfactory

results must be attributed, to a great extent, to the deplorable condition of the persons, many of advanced age, committed for treatment, the majority of whom have been degraded by years of alcoholic indulgence and by prison sentences and prison associations. Farmfield Reformatory.

The Council is empowered by the Inebriates Acts to arrange for the reception of inebriates in reformatories other than its own. The arrangements for the reception of inebriates at Duxhurst and Ashford reformatories have already been referred to. The managers of the Church Army Farm Home, Newdigate, agreed in 1901 to receive 12 male patients. When the Church Army in 1904 discontinued the work arrangements were made with the National Institutions for the Care and Control of Inebriates to receive, without limitation as to religious opinion, men and those women not eligible for admission to Farmfield, committed from the London courts. This arrangement was terminated as from 31st December, 1907. In July, 1908, a further contract was entered into with the National Institutions which was determined by the Society on 23rd December, 1910, and a new arrangement was subsequently made for the reception at Brentry reformatory of male inebriates only. A contract has also been entered into with the Lancashire Inebriates Act Board, providing for accommodation of female inebriates at the Langho reformatory for a period of at least three years from 1st April, 1910. There were 159 London patients at Langho on 31st December, 1912. Arrangements with other reformatories.

A brief experience made it clear to the Council that the success of the Act of 1898 depended to a great extent on the establishment of a State reformatory to which the more serious cases might be sent. The Council accordingly made representations to the Home Secretary, and a State reformatory for women, to which patients have from time to time been transferred from Farmfield, was opened at Aylesbury in August, 1901.

The Council, when opening Farmfield reformatory, intended that its action should be limited in dealing, from a curative standpoint only, with the cases committed under the Act, but subsequently in 1905, owing to representations from the Home Office and other sources that the experiment was not receiving a fair trial, it arranged for the reformatory treatment of all classes of committals from the county. Soon after this arrangement was made the Government grant of 10s. 6d. a week a patient was reduced to 7s. a week. Unsuccessful attempts having been made to induce the Home Secretary to revert to the original grants, the Council decided on 14th May, 1907, to reserve the reformatory for the treatment of those female inebriates selected by the Council as likely to be amenable to and benefited by reformatory treatment. Under this arrangement the majority of patients treated were transferred after a term at some other reformatory, a very few cases only being admitted direct from the police courts. The admission of a more amenable type of patient permitted the general working arrangements of the institution to be modified, and allowed the indoor staff to be reduced.

The limited number of patients (113) accommodated at Farmfield, prevents a low rate of working expenses being shown, the cost a head

depending largely upon the number in the reformatory. The cost during 1912-13 worked out at about 25s. a week a head.

Amendment
of law.

In April, 1908, a Departmental Committee enquired into the law relating to inebriates, and the Council submitted evidence, the chief points of which were (a) that the action of the local authorities ought to be limited to an attempt to reform inebriates and not simply to detain them; (b) that the State should be responsible for all cases requiring penal or deterrent treatment; (c) that the amount contributed by the State towards the cost of maintenance of inebriates at reformatories was inadequate, and (d) that the care of incorrigible and mentally deficient inebriates should be undertaken by the State. The Committee's report issued in December, 1908, was in accord with the Council's main contention that the care of incorrigible inebriates should be undertaken by the State.

In April, 1911, the Council in reviewing its work during the previous ten years expressed the following opinions:—(a) that provision should be made for the permanent detention of feeble-minded inebriates as suggested by the Royal Commission on the Care and Control of the Feeble-Minded of 1904; (b) that the State should bear the whole cost of the accommodation and maintenance of all inebriates, including those of feeble mind, committed by the courts; (c) that the State, either alone or in combination with county and borough councils, should provide for the accommodation and maintenance of inebriates who cannot be suitably provided for either at their own cost or at that of their relatives or friends; and that the Farmfield reformatory is suitable for the detention of inebriates of this description; (d) that the law relating to the detention of inebriate persons is unsatisfactory, and should be amended to give effect to the foregoing proposals, and to provide (i.) for persons who appear to be developing into habitual drunkards to be submitted to reformatory treatment as soon as possible after they commence drinking to excess; (ii.) for the prolonged detention of the criminal and recidivist type who have, after ample opportunity of reform, proved to be unsusceptible to reformatory influences; (iii.) for the institution of a system of reformatory treatment for short periods of three months, and upwards, of inebriates when first they come within the scope of the law. A deputation from the Council placed these views before the Home Secretary on 17th November, 1911. In the session of 1912 a bill, the general scope of which the Council approved, was introduced in the House of Commons to repeal and consolidate, with amendments, the several statutes relating to the case of inebriates. The bill was read a second time and committed to a Standing Committee but made no further progress. It was re-introduced in the session of 1913.

Inebriate
retreats.

By the adoption of the Inebriates Act, 1898, the Council became the local authority for licensing retreats under the Act of 1879 within the County. In 1898 there was one licensed retreat in the County, namely, the Northlands retreat at Wandsworth. On 13th November, 1900, a licence was granted to the Church of England Temperance Society in respect of their retreat at Elliston Lodge, Half Moon Lane, Dulwich. These are the only two institutions of the kind in the County and they provide accommodation for 12 and 20 women respectively.

CHAPTER IX.

Public and other Protective Services.

From the circumstance that in ancient times the greater part of the City of London was built of wood, and the houses were covered with straw, stubble, and the like, and from the further fact that means of fire-extinction were few and unorganised, it happened that, when fires broke out, they frequently reached alarming proportions. In the first year of the reign of King Stephen (1135-6), for example, a fire which broke out at London Bridge swept westwards, destroying St. Paul's Cathedral in its course, until stayed by the absence of further buildings at the church of St. Clement Danes.* Again in 1212 a most destructive fire which burned down London Bridge and many houses of the nobility, was responsible for a very heavy death roll. Warned by this experience the citizens strengthened their previous regulations as to house construction,† and also, with a view to providing more readily for the extinction of any fire, passed an ordinance enacting that each alderman should keep a crook and a cord, and recommending that a vessel full of water should be placed before every door.‡

Early precautions against fire.

These very crude requirements do not appear to have been extended by legislation for many centuries, the first Act of Parliament dealing with the provision of means for fire extinction not having been passed until the reign of Anne. It must not be concluded, however, that no improvement was made during this long period. Whether or not local authorities had moved in the matter, voluntary effort at any rate had definitely done so. The Act 6 Anne, cap. 31 (1707), mentions that the fire insurance offices employed watermen for the purpose of extinguishing fires, giving them coats and badges, and providing them "with various sorts of poles, hooks, hatchets, and several other instruments and things," and that these watermen, "by custom and skill venture much further, and give greater help than any other persons not used to come into danger." In these insurance companies' "watermen" may be seen the origin of the present London Fire Brigade.

While, however, the Act recognised the value of these trained men, whose activity was not limited to any particular district, and encouraged their retention by enacting that the watermen thus employed should be freed from the terrors of the press-gang, it fell back upon the parochial organisations for the means to supplement their efforts. Its principal provisions, which were applicable to all the parishes comprised

* Fitzailwin's First Assize of Buildings (1189), in *Liber De Antiquis Legibus*, or *Liber Albus*.

† See pp. 254-5.

‡ Fitzailwin's Second Assize (1212) in *Liber Custumarum*.

Early
precautions
against fire.

within the weekly bills of mortality, were two, relating respectively to (a) the supply of water, and (b) the provision of fire engines. (a) The churchwardens of every parish were to fix fire cocks on water mains and pipes, and to indicate their position by a mark to be placed on the front of a house over against the fire cock ; and (b) every parish was to keep one large engine, one hand engine, and one leather pipe. An Act (7 Anne, c. 17) passed in the following year authorised the keeping of more than one large or hand engine, if such was thought necessary, and provided for the levying of rates for the maintaining of the engines, etc. The law relating to regulation of buildings and protection from fire was consolidated and amended in 1774, and the Act then passed (14 Geo. III., c. 78) remained, so far as provision for fire extinction was concerned, for nearly a century the statute governing this service over the greater part (the parishes comprised within the bills of mortality, with St. Marylebone, Paddington, St. Pancras and Chelsea) of the area now known as the County of London. The requirements were not much in advance of those of the two Acts of Anne's reign, practically the only addition being a section relating to the kindred service of saving life from fire. According to this, every parish was bound to provide "three or more proper ladders, of one, two and three storey high, for assisting persons in houses on fire to escape therefrom."

Outside the area to which the above-mentioned Act applied the only statutory enactment in force was the Lighting and Watching Act (3 and 4 William IV., c. 90) of 1833 (superseding 11 Geo. IV., c. 27, which contained a very similar requirement), which provided that every parish which adopted the Act was "to provide and keep up fire engines, with pipes and other utensils proper for the same."

Exactly what was the value of the fire extinction arrangements provided in the various parishes in accordance with the above requirements there is little evidence to show, but the Select Committee of 1862 were not disposed to rate them too highly. In the meantime, however, the fire insurance companies' private brigades had become even more important than was the case in 1707. With a view to economy and greater efficiency, these various brigades were, in 1832, by the efforts of Mr. R. Bell Forde, a leading director of the Sun Fire Office, formed into one brigade, known as the London Fire Engine Establishment. The annual expense, borne by the leading fire insurance companies, amounted at first to £8,000, the number of stations being 19, and the number of men employed 80. By 1862 these figures had grown respectively to £25,000, 20 and 127. The work of this force was carried out in an efficient manner as far as its limited equipment and strength would permit, but it was universally admitted that the staff, engines and stations were quite inadequate for the general protection of London from fire. The directors of the insurance offices themselves admitted this, but they considered their brigade sufficient for the protection of that part of London in which the largest amount of insured property was located, and contended that it was not their business to provide stations in the outlying districts where, if a fire occurred, it was not likely to involve their offices in serious loss.

From 1836 the work of the Fire Engine Establishment was supplemented by another voluntary organisation, known as the Society for the Protection of Life from Fire, which at a cost of about £7,000 a year, maintained fire escapes at from 80 to 90 stations in different parts of the most central districts of London. Its most distant station was only four miles from the Royal Exchange, and it maintained no stations at all in such localities as Greenwich, Peckham, Deptford and New Cross. It did much useful work, though its equipment was quite inadequate to cope with the needs of London.

Early precautions against fire.

In June, 1861, occurred the great fire in Tooley Street, perhaps the largest and most destructive with which the Fire Engine Establishment had been called on to deal, and at which Mr. Braidwood, the superintendent, lost his life. In February of the following year the House of Commons appointed a Select Committee to inquire into the arrangements for the protection of life and property against fire in London, and in May the Committee reported, recommending that a fire brigade should be formed, under the superintendence of the Commissioner of Police of the Metropolis, which should form part of the general police establishment, and that the Acts requiring parishes to maintain fire engines should be repealed.

The idea of making the fire brigade in London an adjunct of the police organisation does not seem to have met with favour from the Government, for in 1863 the Home Secretary opened a correspondence with the Metropolitan Board of Works and a representative committee of the insurance companies, with a view to the establishment by the Board of a fire brigade, towards the cost of which the fire offices and the Government should contribute. The arrangement arrived at was authorised by the Metropolitan Fire Brigade Act, 1865. The Act placed upon the Metropolitan Board of Works the duty of extinguishing fires and protecting life and property in case of fire, and empowered the Board to provide and maintain an efficient force of firemen, etc., to be known as the Metropolitan Fire Brigade, under the command of an officer to be called the chief officer of the Metropolitan Fire Brigade.* It was provided that the plant of the existing Fire Engine Establishment should be transferred to the Brigade, and power was given to the Board to purchase the stations, engines, and plant of any parish, place, or body of persons within their jurisdiction. The Board was also authorised to make arrangements for providing fire-escapes throughout London, and, in connection therewith, either to contribute to the funds of the Society for the Protection of Life from Fire, or of any similar society, or to purchase or take by agreement the property of such society or societies. The funds placed at the Board's disposal were:—(1) The produce of a halfpenny rate, on the rateable value of property in London; (2) contributions by the fire insurance companies at the rate of £35 a million of the gross amounts insured by them in

London Fire Brigade.

* By the London County Council (General Powers) Act, 1904, the title of the brigade was altered to the "London Fire Brigade."

London Fire
Brigade.

respect of property in London ; and (3) a contribution of £10,000 a year by the Government. The annual sums thus provided did not keep pace with the requirements of the service, and some measure of relief was afforded by the Metropolitan Board of Works (Loans) Act, 1869, which (1) authorised the interest on borrowed money to be paid, and the principal to be redeemed, out of the proceeds of the metropolitan consolidated rate, apart from the halfpenny portion allocated for fire brigade purposes ; and (2) provided that the amount to be raised for the annual working expenditure on the brigade should be equal to what would be produced by a halfpenny in the £ on the gross annual value of property instead of, as before, on the rateable value. The Local Government Act, 1888, virtually repealed, by its provision of one county rate leviable for all purposes, the limitation of the amount which might be raised from the ratepayers for fire brigade purposes.

In accordance with the provisions of the Act of 1865 the Metropolitan Board of Works took over, on 1st January, 1866, the staff (including Captain Shaw, the superintendent, who had succeeded Mr. Braidwood), stations, and equipment of the Fire Engine Establishment ; the engines maintained by the various parochial authorities, and the men in charge of them were also absorbed by the new organisation, as were also, on 1st July, 1867, the fire escapes and staff of the Society for the Protection of Life from Fire. The brigade thus established passed, in 1889, in accordance with the provisions of the Local Government Act, 1888, under the control of the Council.

One of the first acts of the Metropolitan Board of Works on taking up the duties cast upon it by the Act of 1865, was to divide London into districts for the better organisation of brigade operations. The districts were four in number, three being on the north side of the Thames, and the fourth comprising the whole of the area within the Board's jurisdiction on the south of the river. On the Council coming into existence in 1889 it was found necessary to divide the last-mentioned district in two ; and again in 1899 a further modification in the arrangements was made, with the result that the districts are now six in number, as follows :—A (West end), B (northern part of the City of London and the middle part of London north of the City), C (East end), D (south-east), E (south-west), and F (the central district, containing the headquarters of the brigade in Southwark-bridge-road, the Cannon-street, Whitefriars, Tooley-street, Waterloo-road, and Scotland-yard fire-stations). Each of the districts is under the charge of a superintendent, and each superintendent is under the supervision of a divisional officer, or, in his absence, an assistant divisional officer.

Organisation
of staff.

In 1889 the principal officers of the brigade consisted of the chief officer and second officer, the latter having been appointed in 1880. In consequence, however, of the continued growth of the brigade it has been at various times found necessary to increase the number of the superior officers. In 1899 a third officer was appointed. In 1904 the titles of the second and third officers were changed to "divisional officer" and an assistant divisional officer was appointed. A second assistant divisional

officer was added in 1908. Since the Council has had control of the brigade the chief officers have been as follows :—

Organisation
of staff.

<i>Name.</i>	<i>When appointed.</i>
Shaw, Capt. Sir Eyre Massey, K.C.B.	.. 1st January, 1866.
Simonds, Mr. J. S.	.. 22nd December, 1891.
Wells, Commander (now Capt.) L. de L., R.N.	3rd November, 1896.
Hamilton, Capt. (now Rear-Admiral) J. de Courcy, R.N. (retired)	.. 28th July, 1903.
Sladen, Lieut. Sampson, R.N.	.. 1st August, 1909.

The fire staff also includes superintendents, district officers (formerly "foremen"), station officers (formerly "engineers"), sub-officers, firemen, coachmen and pilots. The following table shows the growth of the fire-staff (excluding pilots and men under instruction) :—

	Officers.	Sub-Officers and Firemen.	Coachmen.
1st January, 1866	.. 18	.. 113*	..
31st March, 1889	.. 69	.. 525	.. 67
31st March, 1913	.. 112	.. 1,040	.. 158

Every fire-station is connected by telephone with the station at which the superintendent of the district resides, and each superintendent's station is similarly connected by duplicate lines with headquarters. To provide against the interruption of lines between headquarters and the superintendents' stations, certain stations in adjoining districts are also connected by telephone. Various public and other large buildings, theatres, etc., are also in telephonic communication with fire-stations. No charge is made in the case of theatres and music-halls; other cases are considered on their merits, but usually £2 2s. is charged for the privilege.

Fire-stations are divided into three classes, full stations, sub-stations and street stations, but the use of the last is, as far as practicable, being discontinued. Each full station, with only two exceptions, is provided with at least one horsed or motor fire-engine, and a fire-escape mounted on a horsed or motor van, the van also containing fire-extinguishing appliances, and has a staff of at least an officer, 9 firemen and 2 coachmen, or, if a motor station, an officer and 11 firemen. A sub-station is usually equipped only with a horsed or motor escape, and has a staff of not less than an officer, 5 firemen and a coachman, or, if a motor station, an officer and 6 firemen. A street-station is a structure standing in a public thoroughfare, at which men from a neighbouring fire-station are on duty with a manual fire-escape, carrying a length of hose.

The present system on which fire-stations are provided differs radically from that adopted in the time of the Metropolitan Board of Works and

* 67 men were transferred on 1st July, 1867, from the service of the Society for the Protection of Life from Fire.

Fire-stations. in the early days of the Council. Then the service was to a large extent cramped by the method in force of employing, almost exclusively, fire-escapes drawn by hand. In addition to those located at the different fire-engine stations, a very large number (189 in 1897-8) were stationed in different parts of London, requiring the attendance every night of a considerable body of firemen (about 290 in 1898) whose services were thus almost entirely lost to the Brigade at large. Moreover, as the effective radius of an escape drawn by hand is only about 400 yards, it is evident that the County could be protected only in a very partial manner by such appliances. Ever since the Council came into existence, it had given careful consideration to the means to be adopted for meeting the increasing needs of London in respect of fire extinction and protection of life from fire, and in 1894 a scheme was approved for the more effectual protection of the County. The scheme was, however, still based on the old system, and when, in 1897, Commander Wells was appointed chief officer, and had an opportunity of considering the problem, he advocated an entirely different scheme, based upon a system of horse-drawn fire-escapes. Such an appliance had a far larger effective radius than one drawn by hand. He therefore proposed that the men, instead of being stationed singly in places whence they would never be called away to any great distance, should be distributed in stations provided with horsed-escapes whence they might in case of need be drawn and concentrated wherever required. As a result, a scheme was approved by the Council on 8th February, 1898, which, as amended in 1901, provided for the placing of horsed-escapes at existing fire-stations; for the establishment of some 6 additional full stations (containing a steam fire-engine) and 15 sub-stations (without a steam fire-engine), all provided with horsed-escapes; and for the discontinuance of nearly all the fire-escape and hose-cart stations in the public thoroughfares. The new sub-stations contemplated were, as a rule, to be so constructed that it would be practical, if necessary, to convert them into full stations.

Altogether the Council has provided eighteen additional full stations as follows:—Brunswick-road (Poplar), Dulwich, East Greenwich, Highbury, Homerton, Kingsland, Lee-green, Lewisham, New Cross, Northcote-road (Battersea), North End (Fulham), Perry-vale, Shepherd's-bush, Streatham, Vauxhall, Wapping, West Hampstead and Whitefriars. Further, it has erected ten additional sub-stations as follows:—Bayswater, Burdett-road (Limehouse), Caledonian-road, Eltham, Foxley-road (Brixton), Herne Hill, Hornsey-rise, Kilburn, Pageant's-wharf (Rotherhithe) and Plumstead. In addition, it has substituted for small and inconvenient buildings twenty-three full stations as follows:—Bow, Brixton, Brompton, Cannon-street, Charlton, Clapham, Deptford, Edgware-road (formerly Paddington), Euston, Fulham, Islington, Kensington, Knightsbridge, Mile-end, Millwall, Old Kent-road, Redcross-street, Shooter's-hill, Shoreditch, Tooting, Wandsworth, Waterloo-road and Westminster. Eight stations, namely, Battersea, Bethnal Green,

Clerkenwell, Greenwich, Hampstead, Kennington, Stoke Newington Fire-stations, and Whitechapel have been enlarged.

Numerous buildings have been adapted so as to allow motor appliances to be kept. Finally, new and larger stations are being provided at Hammersmith, Hackney, St. John's Wood and West Norwood and the stations at Clerkenwell and Euston are being enlarged.

The number of stations in existence in 1866, 1889 and 1913 were as follows :—

	Land stations.				River stations.
	Motor	Horsed.	Sub-stations without horses.	Street.	
1st January, 1866 ...	—	17	—	—	2
31st March, 1889 ...	—	55	—	7	4
„ 1913 ...	16	67	2	11	3
					(and a repairing depot).

Considerable attention has been devoted to the improvement of the river service of the Brigade since 1889. At that time the men lived at some distance from their work, and this circumstance, combined with the fact that the tugs (towing the rafts on which pumping machinery was carried) were not under full head of steam, led usually to a delay of from 15 to 20 minutes after the receipt of a call before the appliances were able to get under way. In 1900 therefore, a re-organisation of the river service was effected by which it was intended eventually to reduce the number of river stations to four (it had been increased to five in 1894) from each of which a crew with appliances would be ready to get away at a moment's notice. The addition of improved river appliances (described below) has enabled one of these four to be set free for use as a repairing depot. The river stations are now at Battersea, Blackfriars, Bermondsey, and Charing Cross (repairing depot). The appliances used for the extinction of riverside fires have been vastly improved since 1889. In the early days of the Metropolitan Board of Works comparatively large vessels were employed which contained both pumping and propelling machinery, but the heavy outlay in keeping craft of this kind under steam ready for action, and the impracticability of effectively using the appliances at all states of the tide, forced the Board to consider the whole matter. It was eventually determined to separate the propelling from the pumping power, substituting for the large vessels tug-boats drawing a few feet of water, and pumping engines on rafts, the object in view being to enable the pumping power to be brought into operation at as small a distance as practicable from

River
service.

the premises on which the fire occurred. When the Council came into existence only one of the large vessels remained, and this (which appropriately enough for an extinct type was named the *Dodo*) was disposed of in 1890. The Council's experience of the altered arrangements was not, however, very encouraging. In the first place the system necessitated double the number of craft and resulted in a corresponding increase in the cost of maintenance. Secondly, while a raft drew only two feet of water, this advantage was to a large extent counterbalanced by the fact that a tug drew about nine feet, so that the appliances could be used in combination only in the greater depth. In 1897, therefore, the Council decided, as an experiment, to obtain a shallow-draught fire-float containing pumping and propelling machinery and built according to a design and specification submitted by the then chief officer, Commander Wells. The craft, which was called the *Alpha* and cost £6,279, was delivered in September, 1900. Its superiority over the craft which it superseded was conclusively demonstrated, and since that date the Council has reorganised the river service on the basis of such appliances. Details of this and of other vessels since purchased by the Council are as follows :—

Name.	Date.	Length.	Beam.	Draught	Ton- nage.	Speed in miles an hour.	Number of gallons pumped a minute	Cost.
		feet.	feet.	feet.				£
* <i>Alpha II.</i> ...	1900	80	16	3½	65	10	1,250	6,279
* <i>Beta II.</i> ...	1906	99½	16½	3½	75	10-11	3,000	10,634
* <i>Gamma II.</i> ...	1910	66½	11½	3¼	36	10-11	1,200	4,355
* <i>Delta II.</i> ...	1912	100	19	2	90½	10-11	1,500	8,700

Alpha II. and *Beta II.* are steam-driven, *Gamma II.* has fast-running paraffin-driven engines and turbine pumps, and *Delta II.* has slow-running paraffin-driven engines, with reciprocating pumps. One float will be kept at each of the river stations (*i.e.*, Battersea, Blackfriars and Rotherhithe) and the *Alpha II.* is kept in reserve. A store barge is kept at each of the stations. The men on duty are able to get away with the craft in from three to six minutes.

Land
appliances.

The improvement of brigade land appliances has kept pace with the march of invention. When the Council took over the control of the brigade in 1889 there were in use, in addition to 48 land steam fire-engines, 95 manual fire-engines. The latter have, to all intents and purposes, now entirely disappeared, only two being utilised for instruction purposes. The practical supersession of the old-fashioned hand-propelled fire-escape by the later horsed-escape has already been related. The latter is now in its turn being superseded by motor appliances. Motor fire-engines were first used in the brigade in 1905, and motor

* These vessels are so named to distinguish them from vessels named *Alpha*, *Beta*, etc., which are not connected with the brigade.

escape-vans in 1906. On 31st March, 1913, there were 24 of the Land former (23 petrol and 1 steam), and 28 of the latter (17 petrol and 11 appliances. electric).

A petrol-driven motor lorry for conveying hose and fuel from the chief station to large fires, and for the distribution of stores, and an electrically-driven motor turntable long ladder, to take the place at the chief station of a horsed long ladder, has also been obtained.

The numbers of appliances at different times in the history of the brigade have been as follows :—

	Land steam fire-engines.	Manual fire- engines.	Hose carts.	Long ladders.	Horsed and motor escapes.	Hand escapes.	Engines on rafts.	Tugs.	Fire-floats.
1st January, 1866	9	27	—	—	—	85*	2	—	—
31st March, 1889	48	95	80	9	—	174	7	7	1
„ 1913	89	2	90	31	89	102	3	1	4

With the object of ensuring that the fire brigade shall be summoned at the earliest possible moment when a fire occurs, great attention is paid to providing adequate facilities for calling the brigade, and in making these facilities known to the public. Connected with every fire-station are fire-alarms fixed in the public thoroughfares, the number varying according to the area for the protection of which the station is provided and the fire risks in such area. These fire-alarms are provided and maintained by the Post Office, and an annual rent is paid by the Council. The number of fire-alarms in use has very largely increased since the Council has had control of the brigade, having risen from 358 in 1889 to 1,549 in 1913. The number of calls given by means of street fire-alarms has increased from 3,139 in 1889 to 5,753 in 1912.

Since the fire-alarm system was first adopted, it has undergone several modifications and improvements. At first the apparatus simply provided a means for ringing a bell in the watch room at the station. In 1898 arrangements were made for the fire alarms to be adapted for the transmission of telephonic messages by means of portable telephones. Improvements in the apparatus continued to be made with the result that the Council on 1st December, 1908, 21st December, 1909, and 12th July, 1910, accepted the offer of the Post Office to substitute apparatus of a new pattern, this improved pattern being used for all new fire-alarms, including those on order but not then fixed. The advantages of the new apparatus were briefly :—(1) The pulling of the alarm caused all the bells in the station to ring, instead of only the bell in the watchroom ; (2) the signal caused by the occurrence of a fault on a fire alarm circuit was distinguishable from the

*Transferred on 1st July, 1867.

Fire-alarms

signal caused by the pulling of the alarm; and (3) the person calling the brigade could be rung up from the station and telephonic communication could be kept up between the fire-alarm and the station, a receiver being kept in the fire-alarm post for the purpose. The total cost of adapting all the existing fire-alarms in the manner proposed was estimated at £4,127, spread over three years or more, in addition to an increased charge for the fire-alarms of about £425 a year, less about £120 a year to be saved by the abolition of portable telephones. Out of the total of 1,550 fire-alarms fixed at the end of March, 1913, about 960 had been equipped with the new apparatus, but of these only about 930 had been fitted complete with screens and switch arms for the telephones in the fire-alarm posts.

Though the fire-alarm system has been found of very great service, it is frequently used in an irregular manner to convey false alarms of fire, the number of false alarms in 1912 being 425. In some instances, possibly, the alarms are given in good faith, but the great majority are communicated entirely in a spirit of mischief. At the time of the passing of the Act of 1865 street fire-alarms had not been brought into use, and consequently no provision was inserted for the punishment of persons unnecessarily interfering with them. On the nuisance reaching large proportions, therefore, the Council secured the insertion in the London County Council (General Powers) Act, 1893, of a section declaring it to be an offence to give a false alarm of fire by means of a fire-alarm, or otherwise, and providing for a penalty of not exceeding £20 for every such offence. A large number of malicious false alarms still, however, continued to be received, and in 1909 the Council asked Parliament to amend the law. Most of the Council's proposals in the matter were not approved, but by the London County Council (General Powers) Act, 1909, the maximum fine was increased to £25, the penalty in default being three months' imprisonment, without hard labour.

Supply of water.

The supply of water is, of course, an all-important item in the extinguishing of fires. In the early days of the fire brigade cases in which the water supply was unsatisfactory were much more frequent than in recent years. The attention of the Council has, however, from time to time been drawn to localities in which the supply of water is still inadequate, and conferences took place in 1905 and 1907 between representatives of the Council and the Metropolitan Water Board on the subject. The Council was not prepared to defray the cost of main extensions, connections or improvements considered necessary for fire purposes, being of opinion that the Board, as the water authority, was responsible for providing adequate water supplies for all purposes. The Council on 25th February, 1908, however, agreed that the question of the allocation of the cost of the works comprised in a schedule drawn up by the Council of cases where larger mains were considered necessary should be referred to arbitration, and the Board undertook to put the works in hand. The President of the Local Government Board in October, 1910, appointed Mr. Alexander Glen, K.C., as arbitrator, and the arbitration proceedings were commenced in January, 1912. With

regard to two cases (Tunnel-avenue, Greenwich, and Bridge-street, Westminster) the award was to the effect that the Council should bear the cost of works needed solely for supplying water for extinguishing fires, that the Water Board should bear the cost of works needed solely for supplying water for other purposes, and that the cost in other cases should be apportioned between the Council and the Board, according to the circumstances of each case. The Council subsequently agreed terms as follows with the Board :—

(1) In the cases in which there does not appear to be any apparent benefit to the Board's undertaking the Council shall pay the whole cost.

(2) In the cases in which there is an apparent benefit to the Board's undertaking, the Council and the Board shall pay the cost in equal proportions : and

(3) In one case in which there is no apparent immediate benefit to the Board's undertaking but in which there is a probable prospective benefit thereto, the Council shall pay three-quarters of the cost and the Board one quarter.

The effect is as follows :—

	Amount borne by		
	Council.	Water Board.	Total.
	£	£	£
Schemes carried out	2,297	1,430	3,727
Schemes proposed	1,582	1,481	3,063
Total	3,879	2,911	6,790

The Fire Brigade Committee in July, 1912, recommended the Council to seek legislation in the session of Parliament of 1913 to provide that the Water Board should afford, free of cost to the Council, an efficient supply of water for fire extinguishing purposes. The recommendation however, was referred back to the Committee with instructions to negotiate with the Board and negotiations are still in progress.

By the Fire Brigade Act, 1865, the powers of the parochial authorities with respect to the provision and indication of fire-plugs were transferred to the Metropolitan Board of Works. By the Metropolitan Water Act, 1871, the term "fire-plug" was made to include fire-hydrant and all other apparatus necessary or proper in connection with the companies' pipes for supply of water in case of fire. The same Act empowered a water company, after they had given a constant supply of water in any district, to give notice of the fact to the Board, which was thereupon repaired to specify what fire-plugs or hydrants it required the company to provide in the district, and the company were thereupon bound to provide and fix them at the Board's expense. Should the Board fail to specify within two months what plugs or hydrants it required, the

Supply of
water.

company were at liberty to fix such as it might think proper, charging the Board with the cost of them. Section 42 of the Water Works Clauses Act, 1847, required the companies (now the Metropolitan Water Board) to keep charged with water all pipes to which plugs were attached, and to allow such water to be used without charge for extinguishing fires.

Before the Council came into existence the water companies had been required to fix 8,807 hydrants, and in addition there were 13 old sluice valve hydrants in Greenwich transferred from the Greenwich District Board in November, 1888. The number since fixed at the expense of the Council has been 19,994. The Council has also, in houses or on walls fixed several thousands of indicating tablets.

The City of London Corporation has provided at its own cost, a complete system of hydrants in the City, over 800 having been thus fixed. These hydrants are used by the Corporation for watering the streets as well as by the Fire Brigade for extinguishing fires.

Chimney
fires.

For services rendered by the brigade no direct charge is made upon owners or occupiers, except in the case of chimney fires. The original provisions in the Act of 1865 regarding the penalty to be imposed in cases of chimney fires was repealed by section 30 of the London County Council (General Powers) Act, 1900, which provides that in such cases the occupier of the house or building shall be liable to pay to the Council a sum not exceeding 20s. towards the costs of the brigade. The scale of charges in such cases was fixed by the Council on 12th February, 1901, and is based on the rateable value of the premises in which the fires occur.

Out-county
fires.

The Council may permit the brigade to proceed outside London for the purpose of extinguishing fire, and in such cases the owner and the occupier of the property are jointly and severally liable to pay a reasonable charge. The officer who receives such a call must exercise his discretion, but the practice is for the call to be responded to. A revised scale of charges was approved by the Council on 4th July, 1911, for the attendance of the brigade at fires outside London, and the procedure to be followed was laid down by regulation on 28th November, 1911.

Inspection.

It may be mentioned that, in addition to the work connected with fire extinction and saving of life in case of fire, the London Fire Brigade inspect the fire arrangements, as well as the arrangements for electric lighting and heating, at places of public entertainment, and the fire arrangements at common and seamen's lodging houses*. The chief officer also gives advice when asked for, as to fire arrangements in Government buildings, and reports to the Board of Trade, when requested, as to the provision of proper precautions against fire on underground electric railways.

Supervision
of
buildings :—

The Council has powers of supervision over the construction or structural condition of certain special classes of buildings used by the public or a considerable section of the public. These powers have special reference to the protection of the users of these buildings against fire ; and they relate to (a) buildings exceeding a specified height, etc., (b) factories and workshops, and (c) theatres and music-halls.

* For the Council's powers in these matters, see pp. 108-109.

As regards the first category, section 63 of the London Building Act, 1894, provided that every new building exceeding 60 feet in height must be furnished on the upper storeys with proper means of escape in case of fire. This section was, however, repealed by the London Building Acts (Amendment) Act, 1905, which considerably increased the requirements. The Council has now the duty of securing the provision and maintenance of proper means of escape in case of fire from (i.) buildings† ^{(i.) Buildings of a certain height.} having any storey the level of the upper surface of the floor of which is more than 50 feet from the ground, (ii.) buildings† ^{Means of escape in case of fire.} containing, or capable of containing (for sleeping, occupation or employment) more than 20 persons, (iii.) buildings, part of which consists of a projecting shop (the means of escape taking the form of a roof over the projection of fire-resisting materials five inches thick) and (iv.) rooms used as living rooms, workshops or workrooms over or in direct communication with any part of a building used for storage of inflammable liquids. Moreover (v.) in most instances in which a building has more than three storeys or exceeds 30 feet in height, proper means of access to the roof have to be provided.

Since the passing of the Act, 56,072 notifications have been received from district surveyors of buildings coming within the scope of sections 10 and 12 (projecting shops, and access to roofs). In order to avoid any possible misunderstanding, the attention of owners is drawn to the provisions of these sections, and an intimation given that, if there are reasonable grounds for asking for exemption, application should be made to the Council accordingly. The occupiers of buildings are also informed of the requirements of the sections, and that the duty of complying with them rests with the owners. Altogether 49,684 of these communications have been despatched, and 4,770 applications for exemption have been received. In 2,503 cases exemption has been granted conditionally, in 1,034 cases refused, in 315 cases no action was necessary, while the remaining 918 cases were under consideration at 31st March, 1913.

Under section 7 (new high and 20-person buildings) 3,261 applications for approval of drawings have been made, of which 3,088 were granted and 173 refused. 1,525 applications for certificates have been received. In 1,107 cases the means of escape have been reported completed, and the Council's certificates issued.

Under section 9 (existing high and 20-person buildings), 1,185 applications from owners desirous of putting their buildings into conformity with the section have been dealt with, 1,039 being granted and 55 refused. In 756 cases suggestions, and in 182 cases notices under seal have been sent in respect of buildings from which the means of escape were reported to be inadequate.

2,673 additional cases of buildings in or near which inflammable liquid is stored have been reported and 2,667 dealt with. Of the latter, 2,297

† Not applicable to dwelling-houses occupied as such by not more than one family.

Means of
escape in case
of fire.

were found on inspection not to come within the scope of section 11, and in 370 cases suggestions were sent. In 359 cases in which suggestions had been sent, intimations were received that the oil would be stored outside the buildings, in which case no further action under the section would be necessary.

350 fires in buildings coming within the scope of the Act have been investigated, and in 107 cases the Council's solicitor has been instructed to draw attention to non-compliance with the provisions of the particular sections applicable.

(ii.) Factories
and workshops.

As regards factories and workshops, the first requirement as to the provision of means of escape in case of fire from such premises appeared in the Factory and Workshop Act, 1891, which provided that every factory the construction of which was commenced after 1st January, 1892, in which more than 40 persons were employed, must be furnished with a certificate by the Council to the effect that it was furnished on the upper storeys with proper means of escape in case of fire. The Factory and Workshop Act, 1895, contained a provision that a court of summary jurisdiction might, on complaint by an inspector, and on being satisfied that the provision of a movable fire escape (or escapes) was required for the safety of any of the persons employed in a factory or workshop, insist on such being provided. The Factory and Workshop Act, 1901 repealed the latter provision and greatly extended the former.

It is now the duty of the Council to see that every factory or workshop within the County, in which more than 40 persons are employed, is provided with such means of escape in case of fire for the persons employed therein as can be reasonably required in the circumstances of each case. New factories, *i.e.*, those erected since 1st January, 1892, and new workshops, *i.e.*, those erected since 1st January, 1896, in which more than 40 persons are employed, must have a certificate from the Council that they are provided with such means of escape, and the Council has power to take proceedings in respect of any such factory or workshop which is not furnished with the necessary certificate. In the case of premises erected before the above-mentioned dates, however, it is for the Council to take the first steps and require the owners to carry out such works as may be necessary to provide proper means of escape. The Factory and Workshop Act, 1907, extended the provisions of the Act of 1901 to laundries and certain institutions carried on for charitable or reformatory purposes, and empowered the Council to deal with the means of escape from such premises where more than 40 persons were employed.

Since the passing of the Factory and Workshop Act, 1891, the Home Office has notified the Council of 3,403 factories and workshops at which, in the opinion of H.M. Inspectors of Factories, the means provided for the escape of the workpeople in case of fire were unsatisfactory. In addition, applications are received for certificates from the Council that premises are provided with such means of escape in case of fire as can reasonably be required.

The following returns show the result of action taken from October, 1891, to 31st March, 1913 :—

Means of escape in case of fire.

Cases on Council's Register.		Number of cases in which means of escape have been provided to the satisfaction of the Council.		Number of cases with which the Council cannot deal under Section 14 of the Factory and Workshop Act, 1901, by reason of less than 40 persons being employed or the occupation having changed, etc.	Number of cases remaining to be dealt with.	
Origin.	Number.	Old factories, etc.	New factories, etc. (certificate cases).		In hand (in various stages).	Requirements not yet formulated.
Notified by the Home Office...	3,714	1092	139	3,113	303	1,142
Notified from other sources	2,075					
Voluntary proposals...	475					
Applications for certificates...	930					
Cases reopened	215	—	—	—	215	—
Totals ...	7,409	1,363	811	3,246	847	1,142
		2,174				

As regards theatres and music halls, the Select Committee of the House of Commons which in 1877 enquired into the management of the Metropolitan Fire Brigade, directed their attention to, among other subjects, the question of the public safety in relation to these buildings. As a result, the Committee recommended that certain powers should be given to the Metropolitan Board of Works, and in the following year the Board inserted in its Bill for the amendment of the Metropolis Management and Building Acts clauses to give effect to the Select Committee's recommendations. The Bill passed as the Metropolis Management and Building Acts Amendment Act, 1878. Section 12 of this Act deals with new theatres, and under this the Council has power, with respect to new theatres and certain other places of public amusement containing a superficial area for the accommodation of the public of not less than 500 square feet, to make such regulations as to position and structure as may be necessary for the protection of persons frequenting the same against danger from fire, and no person can open such a building until the Council has granted a certificate that it is in accordance with the regulations. The regulations now in force were made on 30th July, 1901, and amended on 13th November, 1906, and 28th February, 1911. The Council has also made regulations with regard to (1) electric lighting and heating, and (2) use of limelight, and (3) acetylene gas.*

Section 11 of the Act of 1878 dealt with the theatres then in existence, and provided that, whenever the Board was of opinion that any such theatre, kept open under letters patent or the licence of the Lord Chamberlain or of the Justices, "is so defective in its structure that special danger from fire may result to the public frequenting the same," the Board might, with the consent of the Lord Chamberlain in the case of theatres under his jurisdiction and of the Home Secretary in other cases, serve a notice in writing requiring the owner to remedy the defects.

* Regulations as to limelight (No. 1015) price 1d.; regulations as to electric light, etc. (No. 1007), price 2d.

(iii.) Theatres
and music
halls.

The section, however, provided that the defects must be such as, in the opinion of the Board, could be remedied at a moderate expenditure, and that there should be a right of appeal to an arbitrator to be appointed by the First Commissioner of H.M. Works. The limitation as to moderate expenditure restricted the scope of the Board's requirements, and, as the Council obtained experience of the structural condition of the theatres existing before 1878, it became necessary to serve notices under this section, notwithstanding that a notice or notices had already been served by the Metropolitan Board of Works. On 27th April, 1901, it was held in the case of *St. James's Hall v. The Council*, that, one notice under section 11 of the Act of 1878 having been served, the Council's powers under that section had been exhausted, and this led the Council to submit to the Lord Chamberlain particulars in which certain of the theatres licensed by His Lordship were known to be structurally defective, and of the requirements necessary to remedy the same. An arrangement was finally arrived at whereby the Lord Chamberlain required, as a condition of the grant of his licence, that the theatre owner should either carry out the requirements considered necessary by the Council, or should agree to such requirements being referred to arbitration, and undertake to carry out such of the requirements as should be confirmed by the arbitrator.

So long as any theatre erected since the Act of 1878 was maintained in the same condition as when the certificate under that Act was granted, the Council had no power to require structural alterations to be carried out, but the arrangement arrived at with the Lord Chamberlain with regard to theatres in existence before 1878 applied also to theatres erected after that date, and, since then, no practical difficulty has been experienced by the Council. Requirements for structural alterations have been made by the Council under the arrangement arrived at with the Lord Chamberlain with respect to the theatres licensed by him. The Council has also, with the concurrence of the Home Office, made requirements for structural alterations to the two patent theatres.

The Council has also powers under the Metropolitan Board of Works (General Powers) Act, 1882, to require the means of exit from theatres and music-halls to be kept open during such times and to be closed under such conditions as the Council may prescribe. The Act further authorises the Council to make requirements with respect to the persons responsible for closing and opening the doors of those buildings, the nature of the fastenings of the doors, and the details of the notices specifying the means of exit.

Frequent visits are made by the Council's officers to places of public entertainment in the County, during the time the premises are open for performances, in order to ascertain whether the rules and regulations as to the maintenance of proper gangways, unobstructed exits, efficient systems of lighting, use of fire-resisting scenery, etc., are adhered to, and to ensure that precautions are observed when explosives or other dangerous substances are used. A thorough inspection is made annually of each building for the purpose of ensuring that no unauthorised structural alterations have been made, and that the general arrange-

ments, including the heating and lighting installations, are satisfactory. (iii.) Theatres and music halls. Inspections are also made of the arrangements in connection with bazaars and exhibitions held in premises licensed by the Council.

The Council's statutory powers with regard to the structure of places of public interest are inadequate, but as licensing authority in respect of the majority of places of public entertainment in London, it has another means of control. The Council's absolute discretion to grant or refuse a licence enables it effectually to enforce its views as to the structural condition, etc., of the buildings. The licences granted by the Council are for (i.) stage plays, (ii.) music and music and dancing, (iii.) cinematograph performances.

For more than two centuries after the time when theatres were first erected in London* the official sanction of the Crown, either by royal letters patent or the licence of the Lord Chamberlain,† was required to the performance of stage plays. In 1788 the Act 28 Geo. III., c. 30, gave power to justices of the peace, at the general quarter sessions, to license theatrical representations occasionally for a period not exceeding 60 days, and under certain specified conditions. This power, however, was not operative within the area now occupied by the Administrative County of London, as it did not extend to any acting within twenty miles of London or Westminster, or within eight miles of any patent theatre. The Theatres Act, 1843 (6 and 7 Vict., c. 68), which consolidated the law on the subject, to a large extent removed the above-mentioned restrictions by providing that in all places except within the jurisdiction of the Lord Chamberlain the justices might grant licences at a special session held for the purpose, and without any limitations of time. The Lord Chamberlain's authority was declared to extend "to all theatres (not being patent theatres) within the parliamentary boundaries of the cities of London and Westminster, and of the boroughs of Finsbury and Marylebone, the Tower Hamlets, Lambeth and Southwark, and also within those places where her Majesty, her heirs and successors, shall, in their royal persons, occasionally reside.‡ The justices were also authorised to make rules regulating the times at which theatres licensed by them might be open, and ensuring order and decency therein, power being reserved to the Secretary of State to rescind or alter the rules at any time, and to make such other rules as in the circumstances he thought fit. The Local Government Act, 1888, transferred the powers of the justices to the Council.

It will be seen from the above that theatres in London may be divided into three classes according to the nature of the authority which they possess to perform stage plays:—(1) The patent theatres, viz., Drury-lane and Covent-garden, which derive their right from letters patent

* The first, known expressively as The Theatre, was opened to the public in 1576.

† The licence of the Lord Chamberlain is first referred to by statute in 1737 (10 Geo. II., c. 28).

‡ With the exceptions of Windsor and Brighton, however, the justices had power to grant licences in respect of places where the Sovereign occasionally resided, save that the licences were not to be in force during such residence.

Stage plays. granted direct by the Crown ; (2) theatres licensed by the Lord Chamberlain, comprising all those in the central district ; and (3) theatres licensed by the Council.

In accordance with the provisions of the Local Government Act, 1888, the Council may delegate its powers in respect of the licensing of stage-plays to the justices of the County in petty sessions, but it has not availed itself of this power. Applications for annual licences have to be made on or before 1st October in each year, and the Council has referred it to the Theatres and Music Halls Committee to investigate such applications and to submit recommendations thereon to the Council, sitting as the licensing authority. The power to grant occasional licences for the public performance of stage plays has been delegated by the Council to the Theatres and Music Halls Committee.

Music and
music and
dancing.

The law regarding music-halls has a curious origin. In 1750 Henry Fielding, the novelist, then chairman of Middlesex quarter sessions, published a pamphlet entitled *An Inquiry into the Increase of Robbers in London*, in which he described in great detail the social evils of the time. The pamphlet created a great sensation, and led almost immediately to the passage of restrictive legislation in the form of the Disorderly Houses Act, 1751. The second section of the Act recites that "the multitude of places of entertainment for the lower sort of people is another great cause of thefts and robberies, as they are thereby tempted to spend their small substance in riotous pleasures, and in consequence are put on unlawful methods of supplying their wants, and renewing their pleasures," and in order to prevent the said temptation proceeds to enact that any house, room, garden or other place kept for public dancing, music or other public entertainment of the like kind, in London and Westminster, or within 20 miles thereof, without an annual licence to be obtained from the justices at the Middlesex quarter sessions, is to be deemed a disorderly house. The Theatres Royal and theatres and other places licensed by the Crown or Lord Chamberlain or carried on under letters patent were excepted from the provisions of the Act. According to the provisions of the Act, as amended by the Public Entertainments Act, 1875, no licensed place can be opened before noon. A perusal of Fielding's pamphlet shows conclusively enough that the entertainments which it was thus proposed to restrain were of such a character as would not be suggested, much less tolerated, now, but it is nevertheless a fact that, amid the entirely different social conditions existing at the present day, the Act of 1751 still remains the principal statute governing music and dancing in London.

At the time of the passing of the Act nothing like the modern music-hall was in existence. Nearly a century elapsed before a place of amusement of this type was opened, the first being Canterbury Hall, erected in 1849.* The Local Government Act, 1888, transferred the powers of the justices under the Acts of 1751 and 1875 to the Council.

Section 78 (iii.) of the Act of 1888 contained a provision that where in the case of any such transfer, the powers transferred had to be exercised

* Appendix III. to *Report of Select Committee on Theatrical Licences and Regulations* (1866).

at any particular meeting (in this case at Michaelmas quarter sessions), the Council might, by its standing orders, provide for the exercise of the powers at any fixed meeting. The Council on 23rd June, 1896, made a standing order fixing November as the month in which the annual meeting of the Council, as the authority for granting licences for music, and music and dancing,* shall be held. Public baths, however, when closed for swimming for the winter can, by the Baths and Washhouses Act, 1896, be licensed for music or dancing at any time.

Music, and
music and
dancing.

The rapid growth within the last ten years of entertainments in which cinematography is utilised led to the passing of the Cinematograph Act, 1909. Under this Act all premises, save private dwelling houses to which the public are not admitted, and premises used occasionally only and not on more than six days in any one calendar year, have to be licensed for cinematograph exhibitions. The regulations under the Act are made by the Secretary of State. In London the licensing authority is the Council, except in the case of premises in the theatre jurisdiction of the Lord Chamberlain, when licences must be obtained from him. The Council may delegate its powers under the Act to the justices in petty sessions, but has not done so.

Cinematograph
exhibitions.

The Council from the first decided to make it a condition of any licence granted under the Act that the premises should not be opened on Sundays, and after the Council's power to enforce this condition had been tested in a court of law, it decided, on 11th April, 1911, that any licence granted to premises for cinematograph exhibitions should be limited as follows:—

That, except where a licence is granted for a particular day or days, or the condition is otherwise inappropriate, the licences granted by the Council under the Cinematograph Act, 1909, be subject to a condition that the premises shall not be opened on Sundays, Good Friday or Christmas Day for cinematograph exhibitions.

That applications for permission to use premises licensed by the Council under the Cinematograph Act, 1909, for cinematograph entertainments on Sundays or other days prohibited by the licence be considered only when the entertainments will be given by recognised societies or organisations unconnected with the premises concerned, and only when accompanied by a copy of the agreement between the licensee and the society or organisation proposing to give the entertainments, and by a joint undertaking, signed by the licensee and by a responsible officer of the society or organisation in question, to the effect that—(i.) The entertainments will be of a healthy and elevating character and properly conducted and not for private gain or by way of trade; (ii.) the name of the society or organisation giving the entertainments will be exhibited in a conspicuous position outside the premises; (iii.) no performance shall begin before 6 p.m. or finish later than 11 p.m.; (iv.) the licensee or his servants will have nothing to do with the arrangements for the entertainments (e.g., the engagement of operators or employees) beyond being responsible to the Council for the observance of its regulations; (v.) no person shall be employed on Sunday who has been employed in connection with cinematograph entertainments for each of the previous six days; (vi.) the society or organisation will by its duly appointed representative pay to each employee his or her wages for the Sunday, and such representative shall not be the licensee or any of his employees, or any person officially connected

* The standing orders provide that the same meeting shall also represent the "special session" for the granting of annual licences for stage plays.

Cinematograph exhibitions.

with the licensed premises; (vii.) the signature of each employee will be obtained each Sunday by the duly appointed representative of the society or organisation giving the entertainments to a wages sheet containing the following particulars—the names and addresses of the employees, the capacity in which each serves, the wages for the week excluding Sunday, the agreed wages for the Sunday and a statement that each employee works voluntarily on the Sunday and without pressure from the management, and such wages sheet must be signed, when completed, by the representative of the society or organisation; (viii.) an audited balance-sheet giving full details of the receipts and expenditure for each Sunday will be submitted to the Council by the representative of the society or organisation giving the entertainments at the end of each four weeks, and there shall be forwarded with the balance-sheets the wages sheets referred to in condition (vii.); (ix.) the rules required to be observed on week-days for securing the safety of the audience will be complied with; (x.) the licensee and the heads of the society or organisation will hold themselves responsible for seeing that the undertaking given to the Council is adhered to.

339 premises were licensed by the Council in 1889. The following table shows the number and nature of the premises licensed by the Council and the Lord Chamberlain respectively at 31st March, 1913:—

Description of Premises.	Licensed by the Council.						Licensed by the Lord Chamberlain.	Patent Theatre.	Total Number of Places.
	Music.	Music and Dancing.	Stage Plays.	Cinematograph.	Total number of licences.	Number of Places.			
Assembly rooms, club rooms, etc.	2	15	1	2	20	17	—	—	17
Church and mission halls	28	27	1	7	63	60	—	—	60
Cinematograph halls*	114	35	4	271	424	292†	—	—	292
Concert halls ...	6	4	—	2	12	10	1	—	11
Dancing halls ...	—	25	—	1	26	25	—	—	25
Drill halls ...	—	2	—	—	2	2	—	—	2
Exhibitions ...	1	6	1	2	10	6	—	—	6
Football ground ...	—	1	—	—	1	1	—	—	1
Hotels ...	14	16	—	—	30	24	—	—	24
Institutes ...	8	8	—	3	19	16	1§	—	16
Music halls ...	2	49	11	50	112	51	32§	—	51
Public houses ...	15	17	—	—	32	30	—	—	30
Restaurants ...	29	12	—	1	42	40	—	—	40
Schools ...	2	2	—	—	4	4	—	—	4
Skating rinks ...	2	11	—	—	13	12	—	—	12
Swimming baths ...	—	19	—	3	22	18	—	—	18
Theatres ...	—	3	8	3¶	14	10	42	2¶	52
Town halls, etc. ...	1	18	—	2	21	19	1§	—	19
	224	270	26	347	867	637	77	2	680

* Not including 6 movable structures licensed under the Cinematograph Act.

† This includes 20 proposed cinematograph halls for which provisional licences for music or music and dancing were granted and which had not been erected on 31st December, 1912.

§ Also licensed by the Council for music and dancing.

|| One of these is also licensed by the Council for music and dancing.

¶ One patent theatre licensed by the Council under the Cinematograph Act.

The power to grant occasional licences for the public performance of stage plays is delegated by the Council to a Committee, and 80 such licences were granted during 1912 in respect of 189 performances. Cinematograph exhibitions.

Dangerous and neglected structures in the County of London (exclusive of the City of London) are dealt with by the Council under Part IX. of the London Building Act, 1894. When it is notified to the Council that any structure is in a dangerous state, it is the duty of the Council to have a survey of such structure made by a district surveyor or by some other competent surveyor, and if, as the result of the survey, it is certified that the structure is in a dangerous state, to serve a notice on the owner or occupier of the structure, requiring him forthwith to take down, secure or repair the same, as the case may require. The Council may, as a temporary expedient, cause the structure to be shored up or otherwise secured, and a proper hoarding or fence erected for the protection of passengers. The owner has a right of recourse to arbitration respecting any notice served by the Council, but, if the notice is disregarded by the owner or occupier, the Council takes legal proceedings against the owner to enforce compliance therewith. Provision is made in the Act for the removal of the inmates from a structure certified to be dangerous to them, and for the recovery of the expenses incurred by the Council in carrying out the Act. Dangerous and neglected structures.

Where a structure is ruinous, or so far dilapidated as thereby to have become unfit for use or occupation, or is, from neglect or otherwise, in a structural condition 'prejudicial to the property in, or to the inhabitants of, the neighbourhood' a petty sessional court, on complaint by the Council, may order the owner to take down, repair or rebuild the neglected structure or any part thereof, or to fence in the ground on which it stands, to the satisfaction of the Council, within a reasonable time. If the order is not obeyed, the Council may enter upon the structure or ground and execute the order.

The Council's work with regard to dangerous and neglected structures in the County may be summarised as follows:—

Dangerous structures—

Cases reported and dealt with	95,611
„ in which structures were hoarded in or shored up by the Council	1,868
Summonses taken out	18,442
„ withdrawn on removal of danger	10,623
Orders obtained for removal of danger	7,764
Summonses dismissed	54

Neglected structures—

Cases reported and dealt with	1,968
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The Council recovers from the owners certain expenses in respect of fees and other charges in connection with dangerous and neglected structures proceedings.

Dangerous
businesses.

Dangerous businesses have been made the subject of special legislation. Section 118 (3) and (4) of the London Building Act, provides as follows:—

(3) No person shall establish or carry on a dangerous business to which this section applies in any building or vault or in the open air at a less distance than 40 feet from any public way or than 50 feet from any other building or any vacant land belonging to any person other than his landlord.

(4) The following businesses shall be deemed to be dangerous businesses within the meaning of this section (that is to say)—the business of the manufacture of matches ignitable by friction or otherwise or of other substances liable to sudden explosion, inflammation or ignition, or of turpentine, naphtha, varnish, tar, resin, or Brunswick black and any other manufacture dangerous on account of the liability of the materials or substances employed therein to cause sudden fire or explosion.

The terms of the section are such that it may be held to include petroleum distilleries and businesses where petroleum spirit is used for manufacturing processes, all of which are licensed under the Petroleum Acts. Very few of these premises comply with the requirement laid down in the section as to distances from highways and other buildings, but experience has shown that these businesses can be carried on with safety under the conditions imposed by licence, and it has long been felt that the requirements of the section are too stringent and rigid for the improved conditions under which many such businesses are carried on at the present day. For this reason the Council has adopted the policy of not advocating the enforcement of the section, except in a very few cases where new businesses were being established, and where the conditions of manufacture or the situation of the premises were such as to be liable to cause public danger.

In this connection the attention of the Council was specially directed to the danger existent at places where cinematograph films were stored, and to the pressing necessity of control being obtained over such places. A series of cinematograph film fires, endangering the lives of several persons, occurred up to May, 1911, in the vicinity of Charing-cross-road, and other similar fires have occurred more recently, notably an alarming fire on 5th October, 1912, in Shaftesbury-avenue, W.C. There are about 20 cinematograph film depots in this neighbourhood, and in some cases the films are stored in premises used partly as dwelling houses.

The Council accordingly applied to Parliament in the session of 1912 for powers to license, subject to the observance of such conditions as it might deem necessary for the protection of life and property, (i.) all places in the County of London (exclusive of the City of London) where cinematograph films are stored or sold; and (ii.) dangerous businesses as defined by section 118 of the London Building Act, 1894, except such dangerous businesses as comply with the requirements of the section. The proposals were, however, rejected in Committee of the House of Commons.

During 1912 further consideration was given to the subject and it was decided that, in the interests of public safety, a further attempt should be made to obtain legislation dealing with the matter. The Council's Bill of 1912 dealt only with dangerous businesses (including

the manufacture of celluloid) and places where cinematograph films (but not other articles made of celluloid) are stored or sold, but, in view of the necessity for wide powers, as evidenced by a fatal celluloid fire which occurred on 23rd July, 1912, in Moor-lane, E.C., at which nine lives were lost, it was decided that any fresh application to Parliament should include the storage and use of celluloid and similar substances generally. The Council accordingly resolved to apply to Parliament in the session of 1913 for authority to enable it to license (i.) places in the County where celluloid, xylonite, or other similar inflammable substances are manufactured, stored or used for sale or hire, and (ii.) dangerous businesses as defined by section 118 of the London Building Act, 1894, except such dangerous businesses as comply with the requirements of the section. Dangerous businesses.

The Home Secretary appointed in 1912 a Departmental Committee to inquire into the question of the storage and use of celluloid in manufacture, and at the request of the Secretary of State, the Council nominated the chief officer of the Public Control Department to serve on the Committee. Evidence on behalf of the Council has been given before the Committee.

Legislation for protecting the public against risks arising from explosives dates from the first year of the reign of William III., when an Act was passed dealing with the making, keeping and carriage of gunpowder. Further Acts followed in the reigns of George II. and George III., but all these were superseded by the Act 23 and 24 Vict. cap. 139 which limited the quantity of gunpowder to be kept by dealers to 200 lbs., and by non-dealers to 50 lbs. in any one place, and also limited the quantity to be conveyed by land, in carriages specially constructed, to 100 barrels. Acts passed in 1861, 1862, 1866 and 1869, dealt with other explosives. A terrible explosion of gunpowder on board a barge on the Regent's Canal in October, 1874, aroused public attention and led to the passing of the Explosives Act, 1875. Explosives.

The term "explosives" includes gunpowder and other substances designed to produce a practical effect by explosion, or a pyrotechnic effect. An Order in Council may bring under the Act any substance which, owing to its explosive nature, appears to be specially dangerous to life or property. Orders were issued under the Act in 1896 and 1906, regulating the quantities of fireworks that may be kept on registered premises; another in 1897 declared acetylene to be an explosive when in a liquid form or when as a gas it is kept under pressure. An order of 1905 had the general tendency of withdrawing picric acid from the operation of the Act. In 1904 a new order was issued consolidating and amending the provisions as to the packing and marking of explosives for conveyance. A serious accident having occurred owing to an explosion of detonators amongst house refuse, the Home Secretary in 1904 made an order prohibiting the deposit of explosives in house refuse without due notice having been given to the person whose duty it was to remove the refuse. An Order of 1912 increased the quantity of nitro-compound powders that might be kept from 50 to 100 lbs.

In London the Metropolitan Board of Works was constituted the local authority under the Act of 1875, and these powers are now exercised

Explosives. by the Council acting through the Public Control Committee to whom it has delegated its powers and duties under the Act.

The manufacture of explosives in London can be lawfully carried on only in factories licensed either by the Home Secretary or the Council. At the present time there are only 4 in London, all licensed by the Home Secretary. Nine premises are also licensed by the Home Secretary for the manufacture of toy fireworks. Great quantities of explosives are brought into, or pass through London, the amount which came under the notice of the Council's inspectors during 1912 being over 700 tons. It is satisfactory to record that the regulations for protecting the public are now generally observed.

The Council has no discretion in registering premises when notice is received from persons keeping explosives, and all that it can do, besides ensuring that the regulations are observed, is to urge that the explosives should be reduced to smaller amounts than those named in the Act. Accordingly in February, 1903, it asked the Home Secretary to obtain the reduction of the amount of explosives that might be kept. The Home Secretary, however, was of opinion that the number of accidents which might be prevented by the suggested legislation was not sufficient to warrant action being taken. The number of premises in London registered for the keeping of explosives in 1912 was 2,878. The majority of premises are registered for the sale of fireworks, in which a large trade is done in the months of September, October and November. Gunpowder is also stored at a large number of oilmen's premises, but as a rule only in small quantities. Gunmakers and others making cartridges on registered premises are exempt from the provisions of the Act which require a licence to be obtained in respect of the manufacture of explosives. On 31st March, 1913, there were 26 registered premises in London at which advantage was taken of this exemption. In addition to the 200 lbs. authorised by the Act to be stored at such of these premises as have accommodation for complying with the requirements, 500 lbs. in the form of safety cartridges may also be stored.

Section 72 of the Explosives Act empowers the Council, with the consent of the Secretary of State, to acquire, build, maintain and manage magazines, within or without the County of London, for the keeping of explosives, and to charge fees for the use of such magazines. In view of its large powers of control, the Council has not deemed it necessary to exercise this authority.

Petroleum.

The spirituous products of petroleum are so volatile that the storage and sale of petroleum have been regulated by Parliament. In 1862 and 1868 Acts were passed on the subject, but repealed in 1871 by the Petroleum Act of that year, which made it necessary to obtain a licence from the local authority for the keeping of petroleum or any of its products which gave off an inflammable vapour at a temperature below 100 deg. Fahr. In London (the City of London excluded) the Metropolitan Board of Works was constituted the local authority. The Act prescribed the tests to be applied and the apparatus to be used, but it was known that these means were unsatisfactory, as the testing was very

inexact, and in different hands gave widely varying results. Petroleum Petroleum. which, at a temperature below 100 deg. Fahr., did not give off ignitable vapour was looked upon by the law as safe, and its sale was unrestricted. It was obviously of great importance that a reliable test should be provided, but it was not until 1879 that an Act was passed which provided for a test satisfactory to all parties, and fixed 73 deg. Fahr. as the flash point, which brought the substance within the restrictions of the Act. The Petroleum (Hawkers) Act, 1881, regulated the conveyance and hawking of petroleum spirit.

The Council, when it succeeded the Metropolitan Board of Works, was faced with the anomaly that, whereas legislation had dealt with mineral oil or spirit which gave off inflammable vapour at a temperature below 73° F., petroleum oil (as distinct from petroleum spirit) which was in almost universal use as an illuminating agent, being exempted from the operation of the Acts, was practically under no regulation whatever. The only power then possessed by the Council with respect to petroleum oil was that of sampling oil upon dealers' premises so as to ascertain whether it was petroleum to which the Acts applied. In order to prevent the introduction of the more dangerous oils into London, samples were frequently taken at the petroleum wharves with the result that the petroleum delivered in the Port of London was generally considered to be of a safer quality than that introduced into other European ports.

In 1891 the Council made representations to the Government as to the importance of amending the Acts relating to petroleum, and in that year the Government introduced a bill for amending the law relative to inflammable liquids. Owing to the strong opposition of the trade, the measure was abandoned. A select Committee of the House of Commons in July, 1898, recommended the amendment of the law, but no action was taken by the Government, and a bill introduced by a private member with the object of raising the flash-point of petroleum oil from 73° to 100° F. was not passed into law. The Council in 1901, 1902 and 1906 again urged upon the Government, without success, the importance of fresh legislation, so that the flash point still remains at 73° F.

In 1909 a Departmental Committee was appointed to report as to the dangers arising from the use and conveyance of petroleum spirit. Evidence was submitted on behalf of the Council as to the necessity for legislation, and attention was drawn to the dangers arising from private individuals cleaning textile fabrics in their own homes and from the discharge of petroleum into sewers. The desirableness of further regulating the conveyance of petroleum in streets was also urged. The Committee reported in 1910 recommending the establishment of a central authority with power to make general rules with regard to the storage, use and conveyance of petroleum spirit. They also suggested the prohibition of the use of petroleum spirit in hair washes; the enlargement of the powers possessed by the officers of local authorities so that such powers would correspond with those of officers under the Explosives Act; the prohibition of the practice of pouring waste petroleum spirit

Petroleum. down drains or drain inlets ; and the prohibition of the keeping without a licence of petroleum spirit in any glass or earthenware vessel of a greater capacity than half a pint.

The Council applied to Parliament in the session of 1912 for powers in respect of petroleum oil depots, with the result that the London County Council (General Powers) Act, 1912, provided that from 1st January, 1913, no petroleum oil depot in London (except in the Port of London at premises belonging to, or occupied by, the Port of London authority) for the storage of petroleum oil in bulk, should be used or established unless it had been registered by the controlling authority, *i.e.*, the Council, except as regards the City of London where the Corporation is the authority. The Council is authorised by the Act to make and enforce regulations (to be approved by the Secretary of State) as to the execution and maintenance of works at petroleum oil depots for diminishing or preventing the risk of the outflow of petroleum oil therefrom.

Whenever mineral spirit or its inflammable vapour is liable to be present in a workroom in dangerous quantities, the Council requires the workroom, wherever possible, to be a detached fireproof building, well ventilated, with doors opening outwards to facilitate the escape of work-people in case of accident. These and other precautions have been largely successful in preventing accident.

By section 5 of the Locomotives on Highways Act, 1896, the use of petroleum or other inflammable liquid for motor cars and cycles is subject to regulations made by a Secretary of State, such regulations to have effect notwithstanding anything in the Petroleum Acts. Amended regulations came into force in 1907 which allowed the keeping under certain conditions of a quantity of petroleum spirit, not exceeding 60 gallons, in a store-house properly constructed. If the storehouse is situated within 20 feet of any building or timber stack or other inflammable goods, the person keeping the petroleum must give notice to the local authority.

Discharges
into sewers.

In December, 1898, the Council made an order under section 10 of its General Powers Act, 1894, prohibiting the discharge of dangerous substances into sewers. Copies of this order are served from time to time upon persons licensed under the Petroleum Acts and carrying on businesses which might produce dangerous residues.

Lamp
accidents.

As far back as 1885 the Metropolitan Board of Works, in consequence of the frequency of deaths from lamp accidents and explosions, made a series of suggestions with regard to the construction and management of petroleum lamps. The number of accidents steadily increasing, the Council in 1891 attempted to secure the insertion in the Inflammable Liquids Bill, introduced by the Government, of a clause prohibiting the sale of unsafe lamps and empowering the Secretary of State to define what lamps are of safe construction. The Bill, however, was not proceeded with. The Select Committee of the House of Commons, above referred to, which reported in 1898 did not consider it advisable that legislation should be introduced to deal with the question. Lamp accidents are still frequent, 70 being investigated by the Council in 1912, and of these 13 were fatal. During the period from July, 1890, to 31st December,

1912, 3,722 lamp accidents in the County of London were investigated, of which 409 were fatal, and involved the loss of 455 lives.

An Order in Council dated 26th February, 1897, brought carbide of calcium under the provisions of the Acts, and make it unlawful to keep large quantities of the substance without a licence. A licence is required for keeping it in quantities exceeding 28 lbs. or where any smaller quantity is kept otherwise than in accordance with conditions set out in an Order in Council, dated 24th October, 1904. Persons keeping over five but not exceeding 28 lbs. of carbide are obliged to notify the Council, and the premises are subject to inspection.

The Council's work under the Petroleum Acts, etc., for a series of years may be summarised as follows :—

Year ended 31st March	Licences granted.	Inspections made.	Infringements reported.	Convictions.
1891	1,187	—	—	—
1895	1,117	4,094	35	4
1899	1,054	5,440	97	23
1903	1,319	7,948	93	22
1907	1,782	14,742	99	12
1911	2,192	22,946	255	12
Year ended 31st Dec. 1912	2,474	23,194	304	21

The number of licences continues to increase, and at least 1,000,000 gallons of petroleum spirit are now stored at licensed premises in London. In addition, motorists keep many thousands of gallons under the exemption from licence allowed by the Secretary of State's regulations as to petroleum spirit for use with light locomotives.

CHAPTER X.

Public and other protective services—(continued).

Gas testing. Gas in London is supplied by seven companies, three of whom, namely, the Gas Light and Coke Company, the Commercial Gas Company and the South Metropolitan Gas Company, which are known as the "metropolitan gas companies" are subject to control. Under their special Acts, these three companies are required to provide testing stations; 14 have accordingly been provided by the Gas Light and Coke Company (three of which are in the City of London), six by the South Metropolitan, and two by the Commercial. Those outside the City are under the Council's control and the gas examiners are appointed by the Council. A daily examination of gas is made by the examiners. Gas referees, three in number, one of whom must have practical knowledge and experience in the manufacture and supply of gas, are appointed by the Board of Trade.

The supervision of the gas supply of London being unsatisfactory, the Council, on taking over the work from the Metropolitan Board of Works, approached the Board of Trade with a view to the introduction of a Bill for legalising a trustworthy standard of light and for providing a standard photometer. The Board of Trade invited the Council to draft clauses for the amendment of the Gas Acts. This was done, but no practical effect was given by the Board to the Council's suggestion. The Board, however, in 1891, offered to assist in obtaining a new standard of light, and, as this was the most important amendment, the remainder were temporarily dropped. A committee appointed by the Board recommended in 1894 the Diddin 10 candle pentane standard for testing illuminating power, but it was not until 1898 that the gas referees prescribed the Harcourt standard lamp, at the same time prescribing the kind of photometer which should be used, viz: the Table photometer.

It was noticed that gas when tested with a portable photometer away from the testing station showed less illuminating power than when tested at the stations. The Council in 1900 endeavoured to secure the legality of tests with a portable photometer, but a committee of the House of Commons rejected the proposed clauses.

Acting on the recommendations of a Departmental Committee appointed in 1904, the Council secured the passing of the London Gas Act, 1905, which empowered the gas referees to prescribe a burner for testing the illuminating power of gas, which burner is to be of such a pattern (not being an incandescent or similar burner) as shall be practicable for use by the consumer and shall be the most suitable for obtaining from the gas, when consumed at the rate of five cubic feet an hour, the greatest amount of light. The Act also provides for testings for calorific power and for illuminating power with a flat flame burner. If a gas company neglect or refuse to comply with any lawful prescription or certificate of the gas referees or to provide the necessary testing place and apparatus, the company are liable to a penalty not exceeding £50 for each day during which such neglect or refusal continues.

By the Gas Light and Coke Company's Act, 1909, the standard illuminating power of the gas was reduced from 16 to 14 candles, thus placing the company in a uniform position in this respect with the other two metropolitan gas companies. Provision is made for a consequential reduction in the standard price, etc., of the gas, and for the company to supply, free of charge, burners suitable for the lower illuminating power in place of those already in use.

The Council did not oppose the lowering of the standard of illuminating power, but successfully directed its efforts to securing a standard of calorific power. The standard fixed is 125 calories net a cubic foot of gas, with an allowance of $12\frac{1}{2}$ calories (10 per cent.) on an average of each of three days, or of $18\frac{1}{2}$ calories on any one day; that is to say, the company is now liable to forfeitures if the calorific power falls below $106\frac{1}{2}$ calories on any one day or below $112\frac{1}{2}$ calories on an average of three days. The Board of Trade is authorised to vary the standard on the expiration of every three years, on appeal by either the company or the Council. This provision in the Act marks a new epoch in gas testing in London, and is a distinct advance in the direction of approximating the requirements of testing to the conditions of usage of gas.

The Metropolis Gas (Prepayment Meter) Act, 1900, which was passed at the instance of the Council, regulates the charges to be made by the Gas Light and Coke, the South Metropolitan and the Commercial Gas Companies for gas supplied by means of prepayment meters. The Act provides that the companies shall not charge to consumers of gas supplied through prepayment meters more than the rate the companies are respectively entitled by law to charge for gas supplied to private consumers through any other kind of meter; that for the hire of prepayment meter and fittings to be used therewith the companies shall not charge other than a sum calculated according to the quantity of gas supplied, and that the maximum price shall be at the rate of 10d. per 1,000 cubic feet supplied. This sum includes the hire of one meter, the fittings used therewith, and the cost of collection, etc., incurred by the companies; the maximum charge for the hire of a prepayment meter without fittings must be at the rate of 10 per cent. per annum on the cost of the meter to the companies.

The reliability of the instrument which measures gas is important both from the consumers' and the gas companies' point of view. The Sale of Gas Act, 1859, fixed the unit of measure of gas and provided for the official verification of gas meters. Meters may not be stamped if more than 3 per cent. incorrect in favour of the buyer or 2 per cent. in favour of the seller. The powers under this Act were vested in Quarter Sessions, but the Metropolitan Board of Works, by the Metropolis Gas Act Amendment Act, 1861, secured the transfer of the powers to itself. Three stations were established in London—at St. Ann-street, Westminster, White Lion-street, Spitalfields, and Southwark-street. The Southwark-street station proving inadequate and inconvenient, a new station in Avonmouth-street, Newington, was substituted for it in 1901.

The introduction in 1893 of "penny in the slot" meters led to an increase in the work of testing, and in 1898 an additional testing station was erected in Rosebery-avenue, Clerkenwell. At each station there is

Gas meter testing.

Gas meter
testing.

a chief inspector with a staff of assistants who test all meters brought for the purpose. The fee for testing is according to the scale fixed by the Act of 1859. This Act is admittedly defective in important respects and the Council in 1906 approached the Board of Trade with a view to an amending bill being introduced. No steps have, however, been taken by the Board in the matter.

The number of meters tested and fees received during certain years are as follows :—

Year.	Number of meters tested.	Amount of fees received.	Year.	Number of meters tested.	Amount of fees received.
		£			£
1864	31,186	1,027	1898	204,216	6,469
1868	55,576	1,863	1905	220,146	6,662
1878	80,447	2,930	1910	243,762	7,392
1888	73,080	2,670	1912	248,123	7,493

Electric
Lighting.

The establishment and control of electric lighting undertakings in London are governed by the Electric Lighting Acts, 1882 and 1888, the London Electric Supply Acts, 1908 and 1910, and by private Acts and Electric Lighting Orders Confirmation Acts. For the purposes of the Acts in London, the City Corporation and the metropolitan borough councils are the "local authorities," the Council being the local authority only for those parts of the county which it is specially authorised to light, namely, the Victoria embankment and Westminster-bridge and Blackwall tunnel.

By the Acts and the Orders made thereunder, the Council is empowered to approve or disapprove works, to appoint inspectors to examine street works, and to certify the correctness of electricity meters, and also to call upon electric lighting undertakers to provide testing stations. In determining the conditions to be imposed in those cases in which the Council approves works, regard is had to the nature of the locality and the system of supply to be used, and the works are inspected to see that the conditions imposed are properly carried out. The local authority is consulted before any decision is arrived at with respect to notices of works served upon the Council by electric lighting companies. The Council has no power to approve or disapprove works carried out by the Chelsea Electricity Supply Company, under the Chelsea Electric Lighting Order, 1886, by the South London Electric Supply Corporation, under the Lambeth Electric Lighting Order, 1892, or works undertaken by local authorities, except in the case of works undertaken by the St. Pancras Metropolitan Borough Council under the St. Pancras (Middlesex) Electric Lighting Order, 1883. As the owner and worker of tramways, however, in the County, the Council has power to agree conditions with the local authorities in cases where electric lighting works affect, or are likely to affect, the tramways.

Testing of
electricity
meters.

The Council maintains a station, with appliances for testing electricity meters of all patterns up to a capacity of 800 amperes, at Hungerford House, Victoria-embankment.

Under the Acts and Orders the meters used for registering electricity supplied to the Council's departments are tested periodically at the testing station. The importance of the testing work has been demonstrated by the number of cases which have arisen in which meters have been found to be inaccurate. In addition to tests actually made on disputed meters, the Council's inspectors advise, and, when called upon to do so, arbitrate in the case of incorrect accounts, unreasonable charges and other matters of dispute between consumers and undertakers.

Testing of
electricity
meters.

The Council has made rules and scales of fees, which have been approved by the Board of Trade, applying to the testing of electricity meters and to other services under the Electric Lighting Acts and Orders. Revised rules were in March, 1913, under consideration by the Board of Trade.

The Council is empowered under the Electric Lighting Acts and Orders to require electric lighting undertakers to make arrangements for the testing of the electrical energy supplied by them, and notices have from time to time been served on various electric supply authorities to provide and maintain testing stations, in accordance with the provisions of their Orders, for the testing by the Council's inspectors of the electrical energy supplied to consumers. Stations have accordingly been established at which 86 recording volt-meters are at work, and 1,135 records have been taken by the Council's inspectors. Faulty pressure has occurred in the past at a number of premises in the occupation of the Council, and it is evident that the ordinary private consumer must suffer in like manner, but, being without the same facilities for proving the default of the supply authority, cannot so easily obtain redress and compensation. By the establishment of these testing stations, the interests of consumers will be further safeguarded by the Council, and steps can be taken to enforce the necessary remedies.

Pressure
testing
stations.

Certain metropolitan borough councils have not yet complied with the notices served upon them by the Council in 1907, requiring them to provide testing stations in accordance with the provisions of their respective Electric Lighting Orders, and the question of the further steps to be taken by the Council in the matter is under consideration.

The subject of weights and measures may conveniently be divided into two parts (a) the provision of standard weights and measures and (b) the steps taken to ensure that goods are sold in accordance with weights and measures of the standard laid down.

Weights and
measures.

Standard weights and measures have been known from earliest times, and were usually kept in temples under priestly control. The Hebrew "shekel of the sanctuary" is an example; and standard weights and measures were kept at Memphis, Athens, Rome and Pompeii. In England the Saxon standards were kept at Winchester until 950 A.D. and copies were legally compared and stamped. The Normans removed the standards to Westminster. The English standards are now kept at the Standards Office of the Board of Trade. The State determines matters affecting the standards, but local authorities are required by the Weights and Measures Act, 1878, to provide such local standards as may be necessary for the work of verification and inspection.

Standards.

Weights and
measures.

Two systems are recognised in the United Kingdom—the imperial and the metric. Efforts have been made to make the metric system compulsory in the United Kingdom. In 1864 a Bill to this effect was introduced into Parliament, but a permissive Bill was substituted and became law as the Metric Act, 1864. This Act was, however, repealed by the Weights and Measures Act, 1878, which required that every sale by weight and measure must be according to the imperial standard, and not until 1897, when the Weights and Measures (Metric System) Act was passed, was the use in trade of the metric system legalised, and the penalty for using or having in one's possession for purposes of trade a measure or weight of that system abolished. Metric standards have been provided at the Council's four principal weights and measures offices.

From the very earliest times since trade, as opposed to barter, has existed, insistence has naturally been laid upon correct weighing and measuring. In the Babylonian Omen Tablets, for instance, the use of false weights is severely denounced. The Mosaic Law is also emphatic upon this point: "Just balances, just weights, a just ephah and a just hin shall ye have."*

Under the Roman constitution the special care of weights and measures was assigned to magistrates, the *aediles*. In the Anglo-Saxon system of local government, the "burhs" (or boroughs) which were the centre of all commerce, were provided by law with an authorised scale for weights and measures. In mediæval times the boroughs, which governed themselves after the fashion of small principalities, still exercised control of such matters. "On the day that each new mayor entered on his office he received from his predecessor the common chart, the town treasure and the standard measures; and was required forthwith to send out his councillors to the house of every shopkeeper, baker, brewer, or inn-keeper, that they might carry all bushels, gallons, quarts, yards or weights back to the mayor's house to be compared with the standard models and duly sealed."† Towns were compelled to keep standard measures by the statutes 8 Henry VII., cap. 5 and 7 Henry VII., cap. 3. It would also appear from the statute of Westminster the First (1275) that the sheriffs of the shires were also required to keep standards.

With the decay of the English borough system of government, other means had to be adopted and from the time of George the Third onwards numerous Acts were passed, under which quarter sessions were usually the authority to enforce the provisions of a proper system of weights and measures. The numerous Acts were consolidated and amended by the Weights and Measures Act, 1878, which dealt with both the law as to standards and local verification and inspection. The justices in quarter sessions were constituted the authority in counties, and special provision was made in the case of London for the vestries to put an end to the appointment of inspectors under local Acts. The Weights and Measures Act, 1889, extended the provisions of the Act

* *Leviticus*, 19, vv. 35 and 36. See also *Deuteronomy* 25, vv. 13–16; *Proverbs* 11, v. 1, and 20, v. 23; *Ezekiel* 45, vv. 10–12; and *Amos* 8, vv. 4–7.

† Mrs. J. R. Green's *Town Life in the 15th Century*, vol. ii., pp. 27–8.

of 1878 and dealt specifically with the sale of coal. In London the Council is the local authority under the Acts for the County of London, exclusive of the City of London. Weights and measures.

The Weights and Measures Act, 1904, enables the Board of Trade to make general regulations for the guidance of inspectors with respect to the verification and stamping of weighing and measuring appliances, and regulations for the guidance of local authorities in the performance of their duties under the Weights and Measures Acts, and such regulations have been made accordingly. These regulations, which came into operation in October, 1907, and superseded those made by the Council under the Weights and Measures Acts, 1889, prescribe among other things additional tests, a higher standard of efficiency in trade appliances, and the making of certain statistical returns by the authorities administering the Acts.

Certain articles—coal, coke and bread—have, so far as London is concerned, been the subjects of special legislation. For centuries the City Corporation exercised prescriptive rights of measuring all coal brought into the Port of London, and from 1615 it was authorised by Charter to charge fees for measuring and weighing coal. The proceeds of such duties were applied in various ways, e.g., the rebuilding of London after the Great Fire (1666), the relief of City orphans (1695), the rebuilding of forty-nine churches in London in the reign of Queen Anne, the rebuilding of Newgate after the riots of 1780, the building of Clerkenwell Sessions House, the improvement of the approaches to London Bridge (1830). The duties, at varying rates, were continued by several Acts up to 1889, and applied to City and other metropolitan improvements. Selling coal by measure had, however, been forbidden for, by the Coal Duties Act, 1731, all coal coming out of any vessel in the Port of London or sold at any place within 25 miles from the General Post Office was first required to be sold by weight and not by measure. Up to that time coal had been sold either by measure or weight, but chiefly by measure. The Act of 1831 placed on the seller the responsibility with respect to the weight of coal, and provided for the trade to weigh out of the ships. The inspectors of the Corporation, which still continued to receive dues, were, however, authorised to weigh coal in cases where they were not satisfied with the certificates of weight delivered to the Clerk of the Coal Market, an officer of the Corporation. Sale of coal

The statutory provisions with respect to selling coal by weight led to the formation by the merchants of a society to secure that coal delivered to them was correctly weighed. The work of weighing appears to have been undertaken by a committee appointed by the merchants, and has been continued to the present day (a Coal Meters Committee being still in existence), notwithstanding the fact that all coal dues were abolished by the Coal Dues Abolition Act, 1889.

The Council has been advised that the Weights and Measures Act, 1889, does not extend to the sale of coke. Section 43 of the Coal Duties Act, 1831, which applies to places within 25 miles of the General Post Office, provides that "all coal, cinders and culm shall be sold by weight only and not by measure," and this Act, together with the provisions in Sale of coke.

Sale of coke. 1 and 2 Vict., cap. 101, and 14 and 15 Vict., cap. 146, furnishes the consumer with means of protecting himself if he chooses to exercise them. The Council has no direct jurisdiction under the Acts, but the coal officers keep observation on deliveries of coke and in several cases have detected fraud by carmen who have been prosecuted by the sellers.

Sale of bread. The Sale of Bread Act, 1822, which operates within ten miles of the Royal Exchange, provides that all bread shall be sold by weight; that in every shop where bread is sold scales and weights, or other weighing appliances, shall be fixed in some conspicuous place on or near the counter; and that scales and weights shall be carried in every vehicle in which bread is carried for sale and which is drawn by a horse, mule or ass. Fancy bread is exempted from the operation of these provisions and bread delivered by carts to the purchaser's houses must be weighed at the purchaser's request. There is no standard weight of a loaf but, by custom, the weight of a half-quarter loaf is understood to be 2 lbs. As bread must be sold by weight, short weight is *prima facie* evidence that the bread has not been weighed. No executive authority is appointed by the Act, but the Council's inspectors of weights and measures enforce the Act, so far as they can do so in connection with their other duties.

The law relating to the sale of bread is admittedly defective and unsatisfactory to the public and to persons engaged in the trade. In the Weights and Measures Bill of 1888, a provision was included requiring the quarter loaf to weigh 4 lbs. and the half-quarter 2 lbs., but it met with so much opposition from the trade that it was omitted from the Bill when re-introduced in 1889. Following upon the receipt of several memorials from persons interested, the Council introduced a Bill in the session of 1905. The Bill provided that all bread, other than fancy bread, should be sold only by weight in quantities of 1 lb. or multiples of 1 lb., and that fancy bread should be deemed to be bread made up into separate rolls, twists or other shapes, each of which was less than 1 lb. in weight. Penalties were to be imposed for selling short weight. A Select Committee of the House of Commons decided that the preamble of the Bill was not proved. The principal associations of master bakers in London and the county councils and the corporations of the principal boroughs in England and Wales were subsequently consulted, and in April, 1912, the Council decided to submit the observations of these authorities to the Board of Trade, with a request that it should consider as to the desirability of introducing legislation for the amendment of the law. An amending Bill has not yet been introduced.

Administra-
tion of
Weights and
Measures
Acts.

For the purpose of the administration of the Weights and Measures Acts, the Council has divided the county into 14 districts, to each of which an inspector is appointed. The verification and stamping of weights and measures is carried out at six offices, where standards of the various denominations of weights and measures and weighing machines are provided. These offices are:—Calvert-avenue, Shoreditch (Eastern); Rosebery-avenue, Clerkenwell (North Central); Union-

road, Newington-causeway (South Central); Lamb-lane, Greenwich Administration. (South Eastern); Netherford-road, Clapham (South Western); and Harrow-road, Paddington (Western.)

A staff of 93 inspectors, coal officers, and other persons is employed, under the direction of the chief officer of the Public Control department, in carrying out the provisions of the Acts. The inspection of weights, measures, and weighing instruments actually in use for trade has always been actively carried on by the Council. The inspectors visit regularly all trade premises and test appliances on costermongers' stalls, barrows, etc., for the purpose of ascertaining whether the appliances used are just. The provisions as to the sale of coal have also been rigorously enforced, so that, whereas at the time of the passing of the Act of 1889 serious deficiencies were common, the yearly number of convictions for offences of this nature is now comparatively small. When the Council had secured within the first three or four years of its existence the stoppage of the common practice of short weight, unscrupulous dealers endeavoured to substitute frauds in quality by selling almost worthless kinds of coal known as "roof coal" and "pit dressings." The Weights and Measures Acts do not deal with the quality of coal, but the Council, by taking action under an old Act of William IV. (1 and 2, cap. 76), was enabled to call attention to the practice, which has now practically ceased.

During the earlier years of the Council's administration of the Weights and Measures Acts, questions were raised as to the right of county justices to hear cases arising under the Acts. Up to 1891 it had been the practice to take such cases before the justices, who had the power of awarding to the Council the whole of the penalties inflicted. The Home Office contended that the cases should be tried by the stipendiary magistrates, in which case the fines inflicted were usually paid to the Receiver of the Metropolitan Police. This was obviously a matter of considerable importance to the Council, and eventually (in 1893) a decision was arrived at in the High Court that the justices had power to hear such cases.

The following table gives statistics for a series of years as to the work of verification and inspection of weights and measures :—

Year ended 31st March.	Appliances submitted for verification.		Appliances in use for trade.		Premises.	
	Examined.	Found unfit.	Examined.	Found unjust.	Number inspected.	Number where appliances found unjust or unstamped.
1891 (from 1st Aug., 1890, only)	430,107	67,973	—	—	26,847	866
1893	913,223	205,631	—	—	38,955	687
1895	1,334,321	269,910	552,258	26,117	35,358	1,445
1900	2,324,841	383,295	1,357,854	28,420	59,474	941
1905	1,868,913	369,299	1,412,611	32,001	61,741	648
1910	1,605,595	242,081	1,438,657	37,547	66,477	313
Year ended 31st Dec.						
1911	2,403,004	307,218	1,590,091	36,888	69,453	356
1912	2,408,084	276,858	1,577,804	33,678	70,346	313

Administra-
tion.

Year ended 31st March.	Stalls.		Coal.		Bread.	
	Number inspected.	Number where appliances found unjust.	Inspections.	Convictions.	Inspections.	Convic- tions.
1891 (from 1st Aug., 1890, only)	—	—	30,000 (approx.)	162	—	—
1893	9,489	114	32,050	486	—	—
1895	2,514	203	32,857	91	4,044	32
1900	8,422	159	38,768	40	9,920	153
1905	12,088	156	45,822	29	12,088	103
1910	6,124	128	44,972	25	11,918	16
Year ended 31st Dec.,						
1911	12,054	118	40,880	38	13,183	18
1912	13,522	125	32,362	28	11,711	26

Fertilisers
and feeding
stuffs.

As the result of representations made by chambers of agriculture and other bodies with reference to the adulteration of artificial manures and fertilisers and feeding stuffs, a Departmental Committee was appointed by the Board of Agriculture in 1892. Following the report of the Committee, the Fertilisers and Feeding Stuffs Act, 1893, was passed. This Act requires the Council to appoint a district agricultural analyst for the County for testing articles sold as fertilisers of soil and feeding stuffs. The Act was superseded by the Fertilisers and Feeding Stuffs Act, 1906, which provides a more definite guarantee of the amount of valuable constituents in both fertilisers and feeding stuffs, and also provides for analyses to be made by the official agricultural analyst of samples taken without communication of the fact to the purchaser. In addition to the district agricultural analyst the Council has also appointed a deputy agricultural analyst and two official samplers. The Council has fixed a scale of fees, ranging from 10s. 6d. to £2 2s. in the cases of samples submitted by retail purchasers, and from £2 2s. to £5 5s. in the cases of samples submitted by traders.

Canals.

The length of canals in London is considerable. The canals are all privately owned, but the public is concerned in the matter of their proper protection and cleanliness.

The Council has given considerable attention to the protection of dangerous portions of canals. In 1895 a petition from inhabitants in Mile End drew attention to the need for the proper fencing of Regent's canal, and the Council, finding that the Board of Trade had no power to take action, promoted a Bill to deal with the matter in the session of 1897. The Bill became law in 1898 under the title of the Canals Protection (London) Act, 1898. This Act authorises the Council, the City Corporation and the metropolitan borough councils to require canal companies to make proper arrangements for the protection of dangerous and exposed places on the canals passing through the county. The companies have a right of appeal to a court of summary jurisdiction.

In default of the companies carrying out necessary works, the Council, Canals. or other authority acting in the matter, may execute such works and recover the cost from the companies. Considerable improvement has been effected since the passing of the Act, but great difficulty is still experienced in devising effective means for keeping children away from canal banks.

The Rivers Pollution Prevention Act, 1876, is applicable to canals, but is cumbersome in its action. The Council has on several occasions considered reports from the Public Health Committee with reference to nuisance caused by the insanitary condition of the water in the Regent's and Grand Junction Canals. The Council has from time to time made representations to the canal companies and has communicated with the councils of the metropolitan boroughs through which the canals pass. Samples of water from canals are taken and analysed periodically by the Council.

As a large area of that portion of the county which adjoins the rivers River floods prevention. Thames and Lee is low-lying, special precautions have had to be taken to prevent the river overflowing its banks at times of high tides or excessive rains. The Metropolitan Board of Works accordingly obtained by the Metropolis Management (Thames River Prevention of Floods) Amendment Act, 1879, and the Metropolitan Board of Works Act, 1882, control over flood-preventing works in that part of the River Thames which is within the county. The general effect of these Acts is to place upon the owner of premises liable to floodings the onus of providing flood works to the satisfaction of the Board (now the Council). The Council obtained further powers under Part VI. of its General Powers Act of 1907 providing for notice to be given to the Council before flood works are commenced, and enabling the Council to require the provision and maintenance of temporary dams until such flood works have been completed.

The length of the river passing through the county is about 22 miles, and, as both banks of the Thames and its tributaries have to be inspected, the total length of the banks which the Council has to watch is about 45 miles. There are about 1,634 wharves on the banks within the County and at 435 of these there are movable tide-boards and gates. At some premises there is more than one tide-board, and the total number is 935.

All river-side premises are surveyed or specially examined each year by the chief engineer, and new works or repairs are carried out under supervision. Two inspectors and a waterman are engaged in the inspection at night of the movable tide-boards, gates, etc., to see that the regulations relating thereto are observed.

The river Lee is also dealt with in the Act of 1879, which constitutes the Lee Conservancy Board the authority for controlling flood relief works on that river.

Railway buildings are in certain respects exempt from the provisions Railway stations. of the London Building Acts either by special provisions in the Acts themselves or in the Railway Companies' Acts, but, in the interests of the many millions of passengers using railway stations, the Council has, in recent years, obtained by special sections in many of the

Railway
stations.

Companies' Acts of Parliament, various powers of supervision. In addition, general authority is conferred on the Council by the Railway and Canal Traffic Act, 1888, to make representations to the Railway Commissioners, and improvements have been effected by these means.

Following upon a serious accident at Hampstead-heath railway station, on Easter Monday, 1892, the Council conducted a survey of all the railway stations in London. The inspection showed that many needed alterations to meet the requirements of the public, and the Council, on 29th January, 1895, decided to promote a public Bill in the session of 1896 requiring plans of all new stations or of reconstructions and alterations to be approved by the Council. The Bill was drafted, but never introduced into Parliament.

Advertise-
ments on
railway
stations,
bridges,
hoardings,
etc.

The exhibition of advertisements on railway stations and bridges, hoardings round sites of railway stations and similar places has for some time been controlled by the Council. Nearly all the special Acts of Parliament obtained by the London railway companies contain a section providing that no advertisements, other than those relating to railway business, shall be exhibited on railway stations, bridges or other works without the Council's consent. The Council has hitherto given consent on conditions which varied with the circumstances.*

Locomotives

The Locomotives Acts, 1861 and 1865, and an amending Act, the Highways and Locomotives (Amendment) Act, 1878, specify the minimum width of tyres, the maximum dimensions, and certain details of construction, of locomotives using any highways, authorise the Council to make by-laws on certain kindred matters relating to locomotives on main roads, and forbid the use of locomotives on suspension bridges or other bridges which may be declared to be unsuitable. The Council was also authorised to make by-laws with regard to the annual licensing of locomotives at fees not exceeding £10 a licence. The Act of 1865 restricted the speed of locomotives to four miles an hour in the country and to two miles an hour in towns or villages. The Locomotives on Highways Act, 1896, raised the maximum speed of light locomotives (that is less than three tons in weight) to fourteen miles an hour, or any less speed prescribed by the Local Government Board. The Board fixed at twelve miles an hour the maximum speed for locomotives weighing less than $1\frac{1}{2}$ tons, this maximum decreasing to five miles an hour as the weight of the locomotive increased. By-laws made by the Council under the Acts of 1861 to 1878 were approved by the Board in 1891.

The Locomotives Act, 1898, introduced great changes in the law, including the amendment of the provisions for licensing locomotives and for issuing permits in one county in respect of locomotives licensed in another. By-laws (to be enforced by the police) under the Act were prepared to take the place of those previously in force, with a view to prohibiting or restricting the use of locomotives in certain thoroughfares. It became evident, however, that any by-laws which specified the routes along which heavy locomotives were to travel would encounter opposition, and new by-laws, omitting the restrictions as to routes, were therefore drafted. After modification, to meet objections raised by the National

* The Council decided, on 2nd December, 1913, not to consent to the exhibition of advertisements on bridges carrying railways over the public streets.

Traction Engine Owners' and Users' Association, these by-laws were made by the Council on 14th May, 1907, and subsequently confirmed. Locomotives.

Since 1st January, 1904, the use of motor-cars (formerly known as light Motor-cars. locomotives) has been subject to the Motor Car Act, 1903, as well as to the Locomotives on Highways Act, 1896, and these Acts are cited as the Motor Car Acts, 1896 and 1903. The Act of 1903 extends the maximum limit of speed of motor-cars and motor-cycles to twenty miles an hour, but provides for checks upon reckless or negligent driving. Provision is also made for the registration of cars, the licensing of drivers, and the suspension and endorsement of licences. The penalties for offences under the Act of 1903 are more severe than those prescribed by the earlier Act, and certain new offences, chiefly in connection with registration and licensing, are created. The Motor Car (Registration and Licensing) Order, 1903, lays down the procedure to be adopted in connection with the registration of cars, the licensing of drivers and the means of identifying cars. The Motor Car (Use and Construction) Order, 1904, regulates the use of motor-cars on highways, and deals with the construction of cars to ensure the safety of the public and the prevention of nuisance.

Section 12 of the Motor Car Act, 1903, empowers the Local Government Board to increase the maximum weights of motor cars and trailers fixed by the Act of 1896, and, in pursuance of this power, the Board issued the Heavy Motor Car Order, 1904. Under this Order "heavy motor-cars," which are defined to be cars exceeding 2 tons, but not more than 5 tons, in weight, are dealt with under a separate scheme of registration, and are subject to special provisions as regards weight laden and unladen, the use of trailers, the construction of tyres, springs, etc., and the speeds to be allowed. The maximum laden weight permitted by the regulations for any heavy motor car is 12 tons, with a maximum axle weight of 8 tons for any one axle. Heavy motor cars comprise, speaking generally, motor omnibuses and the heavier kinds of self-propelled vehicles, such as lorries.

The index marks assigned to the Council by the Local Government Board have been A, LA., LB., LC., LD., LE., LF., LH., LK. and LN.

The following table contains statistics as to registration, etc., of motor cars and cycles :—

Year.	Motor-cars registered*	Changes of ownership of motor-cars registered,*	Motor-cycles registered.	Changes of ownership of motor-cycles registered.	General identification marks registered.	Licences to drive issued (including renewals).	Amount of fees received.
1903-4 (3 months)	2,702	—	1,821	—	230	6,459	£ 5,639
1904-5	3,102	608	1,953	479	88	12,028	7,368
1905-6	4,024	1,157	1,747	917	71	16,759	9,939
1906-7	4,961	1,473	1,460	998	74	20,025	11,962
1907-8	6,254	2,061	1,362	1,107	151	22,885	13,317
1908-9	7,196	2,530	1,511	1,156	172	27,535	15,700
1909-10	7,078	2,582	1,904	1,274	171	32,171	16,947
1910-11	8,971	2,907	2,696	1,693	275	37,409	20,666
1911-12	10,235	2,998	3,841	1,931	332	43,997	24,127
1912-13	12,348	3,714	5,514	2,531	356	53,447	29,323

* Including heavy motor-cars.

Speed limits. Section 9 (1) of the Act of 1903 provides for application being made by a local authority to the Local Government Board to reduce the speed limit of motor cars in any particular thoroughfare, with a view to the safety of the public. The Board has been asked to impose speed limits in 10 cases but has made the necessary orders only in 5 cases, namely, Heath-street, Hampstead; Holly-hill and the Grove, Hampstead; Swain's-lane, Highgate; Roehampton-lane; and High-street and Putney-bridge, the speed limits in each case being 10 miles an hour. The number of sign posts maintained by the Council to denote the existence of speed limits is 34.

Section 10 (2) of the Act provides that local authorities (in London, except in the City, the Council) shall within their areas cause to be set up sign-posts denoting the dangerous corners, cross-roads and precipitous places, where such sign-posts appear to them to be necessary. The total number of such posts maintained by the Council is 101.

**Infant life
protection.**

It is surprising that so important a subject as infant life protection should have escaped the special attention of the legislature until after the middle of the nineteenth century. The ordinary criminal laws were intended to protect infants as well as adults, but these were practically ineffective in checking the high mortality among infants. Thus, in 1870, 276 infants were found dead in the streets of the metropolitan and city police districts alone.* The revolting facts disclosed by the notorious baby farming cases of Mary Hall and Margaret Waters aroused such strong feeling that in 1871 a Select Committee of the House of Commons was appointed "to enquire as to the best means of preventing the destruction of the lives of infants put out to nurse by their parents." The recommendations of that Committee resulted in the passing of the Infant Life Protection Act, 1872. Under this Act, no person was permitted to keep more than one nurse infant under 12 months of age without being registered for the purpose by the local authority. Although considerable good was thus effected, the Act never fully protected infants placed out for hire, and particularly failed to control cases where single infants were adopted for lump sum payments. The Metropolitan Board of Works felt very strongly that the Act would not enable the evils aimed at to be dealt with effectively, and at first the only steps taken to carry out the Act were enquiries into complaints brought to the Board's notice. It was not, in fact, until 1878 that an inspector was appointed solely for carrying out the Act. The defects of the Act were frequently brought to the notice of the Government, and in 1890 the Home Secretary introduced an amending Bill, which, being adversely reported upon by a Select Committee of the House of Commons, was dropped. In 1896 it was again submitted to Parliament, and referred to a Committee of the House of Lords. The Committee substituted a Bill of their own which, in a modified form, became law as the Infant Life Protection Act, 1897. This Act raised the age of infants coming under its protection from 12 months to five

* *Report of the Select Committee of the House of Commons on Infant Life, 1871, Appendix I, p. 227.*

years, substituted notification for registration, required that where any infant under the age of two years was adopted for a lump sum payment not exceeding £20, notice should be given to the local authority, and empowered the local authority to remove to a work-house an infant improperly kept. Infant life protection.

Defects soon became apparent in the Act, especially in connection with its failure to control cases where single infants were adopted for small premiums, and the Council on numerous occasions directed attention to the need for amending the law. The Children Act, 1908, gave effect to many of the Council's views. Part I.* re-enacts most of the provisions of the Infant Life Protection Act, 1897, which is repealed. The principal alterations are as follows:—(i.) The application of the Act to a single infant taken for hire or reward; (ii.) the raising of the age of notifiable nurse infants from 5 to 7 years; (iii.) the abolition of the £20 limit with regard to adopted infants, and the provision of a penalty for a breach of the section, in addition to the liability to forfeit the adoption money; (iv.) an increase in the powers of the local authority in connection with the removal of infants from the care of unfit persons, or from unsuitable premises; (v.) an increase in the penalties in respect of offences; (vi.) the enabling of a local authority (so far as London is concerned) to enforce the cruelty provisions of the Act in respect of notified nurse infants; and (vii.) the making void of life policies on nurse infants kept for hire or reward, so far as concerns the nurse mother. Section 2 (2) of the Act provides that where any infants have been placed out to nurse by any philanthropic society the local authority may, if satisfied that the interests of the infants are properly safeguarded, authorise the society to exercise the powers of infant protection visitors as respects such infants, subject, however, to the obligation to furnish periodical reports to the local authority. The Council has drawn up a scheme for approved societies under the Act.

The amendment of the law has added considerably to the Council's work. On 1st April, 1909 (the date on which the Children Act came into operation), the number of homes under inspection in the county was 268, and the number of nurse infants 668, while on 1st January, 1913, these numbers had risen to 2,876 and 3,728 respectively.

On 31st March, 1913, the staff engaged in connection with Part I. of the Children Act consisted of two men and nine women inspectors (described under the Act as "infant protection visitors") under the direction of the chief officer of the Public Control Department.

The Act of 1908 did not deal with children adopted for lump sums of money, and, as this system has been found to be grossly abused in many cases, the Council on 30th April, 1912, asked the Home Secretary to amend the Act so as to prohibit the adoption of an infant by a nurse-mother for a lump sum, without the written approval of the local authority.

* Part II. is dealt with later, see p. 203.



Infant life
protection.

The following return gives statistics for a series of years with regard to the work :—

Infant Life Protection Act, 1872.

Year or portion of year.	Registered houses, under the Act.			Unregistered houses, not under the Act.		
	Number of houses on register at end of year.	Number of infants under 1 year.	Number of deaths of infants under 1 year.	Number of infants received for hire.	Number of infants under 1 year.	Number of ascer- tained deaths of infants under 1 year.
1883 (Jan. to Dec.) ..	37	141	27	280	115	29
1888 " " ..	29	101	8	296	118	42
1892-93 (Apr. to Mar.) ..	16	72	8	345	160	39
1896-7 " " ..	52	185	23	404	262	96

Infant Life Protection Act, 1897.

	Dwellings under inspection.	Infants retained or received.	Deaths of infants.
1898-9	—	578	71
1901-2	303	941	72
1905-6	388	1,167	55
1907-8	380	1,192	42

Children Act, 1908.

1909-10	2,642	4,153	125
1910-11... .. .	3,409	4,964	142
1911 (Jan. to Dec.) ..	3,878	5,821	209
1912 " "	4,625	6,996	106

Prevention of
cruelty to
children.
Care of
children.

Before 1889 the remedies for cruelty to children were almost entirely to be found in the application of the ordinary criminal laws, but in the absence of any proper system of public prosecution or of an effective system of police, numberless cases of neglect and ill-treatment went unpunished. In 1889 the Prevention of Cruelty to Children Act was passed to prevent cruelty to children, but was superseded in 1894 by a more stringent Act, which in its turn was repealed by the Prevention of Cruelty to Children Act, 1904.

This Act prohibits *inter alia* the employment between the hours of 9 p.m. and 6 a.m. of girls under 16 and boys under 14 years of age in streets or public-houses for the purpose of singing, playing or performing for profit, or offering anything for sale, and empowers the Council, which is the local authority in the County of London (exclusive of the City of London), to extend or restrict by by-law the hours named in the Act. Power is also given to the Council to certify as "places of safety"

premises where children may be detained, and certain places have been so certified.

Prevention
of cruelty to
children.
Care of
children.

Part II. of the Children Act, 1908, re-enacts some of the provisions of the Prevention of Cruelty to Children Act, 1904, which are repealed. The Act regulates the exhibition of children at theatres, music halls, and other places of public entertainment, and prohibits the training of a child under 16 years of age as an acrobat, except under licence. Petty sessional courts may grant licences, subject to restrictions and conditions, for the employment of children over 10 years of age, to take part in, or be trained for, entertainments in premises licensed for public entertainments or in a circus or other place of public amusement. The person to whom the licence is granted is required to send a copy of the licence to the Council which has to see that the conditions contained therein are complied with. The conditions usually attached to licences in London are :—(a) certificate of birth to be produced at the request of the inspector ; (b) an interval of at least one hour for rest and refreshment to be allowed between rehearsals or performances which occur on the same day ; (c) child to leave place of entertainment not later than the time specified in the licence, which is usually 10 p.m. or earlier ; (d) matron to be provided to have care of child ; (e) dressing-room to be provided, and child to be protected from cold behind the scenes to the satisfaction of the inspector ; (f) employment of child to be discontinued if the inspector satisfies the magistrate that it is injurious to the child's health ; and (g) copy of licence to be exhibited in the dressing-room of the child, and another sent to the Council within 48 hours after the granting of the licence. Each year between 300 and 400 licences are granted.

The Council has considered the question of the desirability of all applications for licences being heard at juvenile courts, and whether the Council instead of the police should be enabled to deal with applications for licences in the preliminary stages. Efforts were also made, without success, to secure the insertion in the Children Bill, 1908, of a clause to the effect that a penalty, applicable equally to the parent and the person employing the child, should be enforceable in respect of each breach of a licence granted to a child to perform at a place of public entertainment.

The Council, as local education authority, is largely concerned with cases of cruelty or neglect to school children. Section 12 (1) of the Children Act, 1908, imposes penalties for these offences, and the Council, on 1st March, 1910, decided, instead of providing an organisation for the purpose of administering the section, to avail itself of the machinery of the National Society for the Prevention of Cruelty to Children. All cases are investigated by the Children's Care (School) Committees who forward suitable cases to the National Society. The remaining cases are dealt with by special officers, who visit the homes of the children and caution the parents. From 9th July, 1909, to 30th June, 1912, 2,187 cases were referred to the Society. In 125 cases legal proceedings were taken. Of the 2,187 cases, 40 per cent. were in respect of general neglect and 21 per cent. in consequence of failure to provide

Prevention
of cruelty to
children.
Care of
children.

Employment
of children.

medical treatment. Much good work has been done by these means, and on 21st January, 1913, the Council decided to continue the arrangements with the National Society.

The attention of the Council was first directed to the employment of children in 1901, when, owing to the increasing number of children employed out of school hours, the School Board for London suggested that the practice should be regulated. The Council thereupon made representations to the Government, and the Home Secretary eventually appointed a departmental committee to investigate the matter. Evidence was submitted on behalf of the Council, and the Committee made certain recommendations which were incorporated in the Employment of Children Act, 1903. This Act empowers the Council, as the local authority under the Act for the County of London (exclusive of the City of London), to make by-laws for regulating the employment of children and street trading by persons under 16 years of age, and also to license such street traders. The Act provides that:—A child shall not be employed between nine o'clock p.m. and six o'clock a.m., provided that any local authority may, by by-law, vary these hours either generally or for any specified occupation; a child under the age of eleven years shall not be employed in street trading; no child who is employed half time under the Factory and Workshop Act, 1901, shall be employed in any other occupation; a child shall not be employed to lift, carry, or move anything so heavy as to be likely to cause him injury, nor shall it be employed in any occupation likely to be injurious to his life, limb, health or education, regard being had to his physical condition. A certificate with regard to these matters signed by a registered medical practitioner and sent to an employer by a local authority is admissible as evidence in any subsequent proceedings.

Section 1 of the Act empowers local authorities to make by-laws—

(i.) Prescribing for all children, or for boys and girls separately, and with respect to all occupations or to any specified occupation, the age below which employment is illegal; the hours between which employment is illegal; and the number of daily and weekly hours beyond which employment is illegal.

(ii.) Prohibiting absolutely or permitting, subject to conditions, the employment of children in any specified occupation.

A local authority may by such by-laws prohibit street trading, except subject to such conditions as to age, sex, or otherwise, as may be specified in the by-law, or subject to the holding of a licence to trade to be granted by the local authority; regulate the conditions on which such licences may be granted, suspended and revoked; determine the days and hours during which, and the places at which, such street trading may be carried on; require such street traders to wear badges; and regulate generally the conduct of such street traders. The grant of a licence or the right to trade may not be made subject to any conditions having reference to the poverty or general bad charac-

ter of the person applying for a licence or claiming to trade; and the local authority, in making by-laws, is required to have special regard to the desirability of preventing the employment of girls under sixteen in streets or public places. The by-laws do not, however, apply to any child above twelve employed in pursuance of the Factory and Workshop Act, 1901, or the Metalliferous Mines Regulation Act, 1872, or the Coal Mines Regulation Act, 1887, so far as regards that employment. The Council in July, 1906, and March, 1911, framed a series of by-laws under the Act.*

Employment
of children.

A statement is appended showing the number of infringements of the Act, or of the by-laws, during recent years:—

Year ended 31st March.	Employment generally.	Street trading.	Total.
1908-9†	5,177	9,263	14,440
1909-10	4,624	6,478	11,102
1910-11	3,361	5,291	8,652
1911-12	5,194	3,887	9,061
1912-13	6,277	4,797	11,074

So many evils arose from the existence of fraudulent or improperly managed employment agencies that in 1897 the Associated Guild of Registries was established, which sought to deal with the matter by publishing a list of trustworthy registry offices and employment agencies, leaving it to be inferred that any not in the list were not worthy of confidence. The cases in which a voluntary association could assist were comparatively few and the Council, therefore, in 1904, came to the conclusion that all employment agencies, except labour bureaux established by public authorities, should come under public supervision. The necessary powers were obtained in the London County Council (General Powers) Act, 1905, which authorises the Council to register agencies in the County of London (excluding the City of London where the Common Council is the authority) for the employment of governesses, female domestic servants or female persons in any similar capacity and also concert, theatrical or music hall employment agencies where preliminary or registration fees are accepted. A court of summary jurisdiction could, on complaint from the Council, cancel or suspend the registration of any person, but power of appeal to quarter sessions was given. The Council was empowered to make by-laws prescribing the books to be kept by the person registered and the entries to be made therein, and other measures deemed by the Council necessary for the prevention of fraud and immorality in the conduct of the business and the regulation of the premises. The by-laws were to apply only to agents charging a

Employment
agencies.

*By-laws . . . regulating the employment of children generally and of street trading by persons under the age of sixteen years. (No. 1498.) Price 1d.

† Year ended July, 1909.

Employment agencies. preliminary fee or commission. By-laws made by the Council under the Act came into force in February, 1907. On 31st March, 1909, 580 firms were on the register and by 31st March, 1910, the number had increased to 596.

Representations were subsequently made to the Council as to the desirableness of the law being amended, and after further consideration the Council felt that a system of licensing, instead of registration, should be established, and that the law should apply to agencies for males as well as for females. These proposals were embodied in the Council's General Powers Bill, 1910, and, although strongly opposed by certain employment agents, were agreed to by Parliament, subject to certain minor modifications. Accordingly, all employment agencies in the County, with few exceptions, must be licensed. A licence may be refused to any person under the age of twenty-one years, or because the applicant, or his premises, is unsuitable, or because an employment agency has been, or is being, improperly conducted by the applicant. Any person to whom a licence has been refused may appeal, in the case of an employment agency in the City of London, to a magistrate of the City, and in the case of other agencies to a metropolitan police magistrate. Further appeal may also be made to quarter sessions.

The Council, having regulated the procedure to be followed, delegated its powers to the Public Control Committee. The regulations provide that all applications for licences shall be dealt with by the Committee, sitting as the licensing authority on behalf of the Council, and that a special meeting shall be held annually for dealing with applications, but that licences may be granted by the Committee at any of their ordinary meetings.

The following is a summary of the work done by the Council under the Act of 1910 :—

					1910. (for 1911)	1911.	1912.
Number of applications	{	new licences	...	...	670	429	322
		renewal of licences	...	...	—	802	856
" "	{	new licences	...	...	648	411	305
		renewal of licences	...	...	—	779	830
" "		refused	...	...	5	5	8
" "		withdrawn	...	...	11	17	14
" "		adjourned	...	...	6	19	21

Shop hours. The limitation of the hours of work of shop assistants is a question to which increasing attention is being paid. Starting with young persons under 18 years of age, regulation has been gradually applied to all shop assistants. The first Act to deal with the matter was the Shop Hours Act, 1886, which forbade the employment in shops of girls under the age of 18 years for more than 74 hours in a week. The Act was, however, ineffective owing to the legislature failing to give to any local

authority power to carry its provisions into effect. The Shop Hours Act, 1892, provided that no young person under the age of 18 years should be employed in or about a shop for a longer period than 74 hours, including meal times, in any one week, and that notice of the provisions of the Act should be exhibited in every shop in which such persons were employed. There was no penalty for failure to exhibit the notices, but this was remedied by the Shop Hours Act, 1895. The Council was made the authority for administering the Acts in London (excluding the City) and at once appointed inspectors to carry it into effect. At the request of the Council, the police made inquiry, registered all shops at which young persons were employed, and distributed thereat cards setting out the provisions of the Act.

Attention having been drawn to the long hours worked by women and girls in laundries, which did not come within the provisions of the Shops Act or the Factory and Workshops Acts, special investigation was made by the Council, who found that not only were the hours worked excessive, but that the conditions under which the work was done was most unsatisfactory. In 1894 the Council made representations to the Home Secretary, with a view to the inclusion in the proposed bill for the amendment of the Factory Acts of a clause dealing with laundries. This was done and laundries accordingly come under the supervision of the Home Office.

Bills for amending and extending the Shop Hours Acts were introduced in the sessions of 1897, 1898, and 1899, and dealt with closing orders and seats for shop assistants. The administration was to be placed in the hands of the factory inspectors. In October, 1898, the Council approved proposals for amending the Acts by (1) extending the Acts to include all women shop assistants, and (2) reducing the working hours of young persons under 18 years of age and employed indoors from 74 to 60 hours a week, of which 2 hours a day should be allowed for meals. With a view to a more complete system of inspection, the Council also at that time appointed a special staff of 6 men and 3 women inspectors. The only bill passed, however, was the Seats for Shop Assistants Act, 1899, which required seats to be provided in all rooms of a shop where goods are retailed to the public by women assistants, in the proportion of not less than one seat to each three assistants. This Act affected about 14,000 shops. No further amendments having been made in the law, the Council, on 30th April, 1901, expressed the opinion that the hours of labour of small shop-keepers and shop assistants were unnecessarily long, that little improvement could be expected from merely voluntary effort, and that the subject was one which demanded the attention of the government. By a further Act of 1904 powers were conferred upon the metropolitan borough councils to make orders, with the approval of the Secretary of State, for the early closing of shops throughout their area, or any specified part thereof. Where an order under the Act was in force in any metropolitan borough (19 orders were so made) the Council might delegate to the council of that borough its powers under the Acts of 1892 and 1895, but the Council in no case did so.

Shop hours.

Important changes in the law have recently been made. Towards the end of 1911 the Shops Act, 1911, was passed. The Act supplemented rather than amended the earlier Acts and provided for the closing of shops on one half-day in each week, for the allowance to shop assistants of certain specified meal times, and for a weekly half-holiday. The Act also transferred from the metropolitan borough councils to the Council the power of making Closing Orders under the Act of 1904. The Act was to have come into operation on 1st May, 1912, but before that date the Shops Act, 1912, which consolidated and superseded the Acts of 1892 to 1911, was passed and this new Act came into force on the date named. Regulations under the Act have been made by the Home Secretary.

All shops where retail trade is carried on, except those used for the sale of such commodities as refreshments, perishable articles of food, tobacco, newspapers, medicines, etc., are subject to the provisions of the Act relating to closing for the weekly half-holiday, and the "local authority" under the Act may, if the occupiers of a majority of the shops affected approve, make an order fixing the day and an alternative day, one of which must be Saturday, for the closing of such shops for the weekly half-holiday. In the absence of any such order, the occupier of each shop must fix his own day for closing, but must not alter it oftener than once in three months. If, on the other hand, one-half or more of the occupiers of the shops of any particular class in any area are found to be in favour of being exempted, either wholly or by fixing the closing hour at not later than 2 p.m., the local authority, unless it considers the area to be unreasonably small, must make an exemption order accordingly. Moreover, the local authority may, subject to confirmation by the Secretary of State, as in the case of closing orders mentioned below, make an order extending the provisions of the Act as to closing for the weekly half-holiday to the shops of any of the classes not ordinarily coming within such provisions, if the occupiers of at least two-thirds of such shops approve the order.

As regards evening closing, the local authority is given power to make Closing Orders, which must be confirmed by the Secretary of State before they can come into operation, fixing the hours on the several days of the week (other than the day of the weekly half-holiday) at which any class of shops (with certain exceptions) shall be closed. Special machinery is provided in the Act for the drafting, making, confirmation and revocation of such Orders. The Act continued the provisions as to seats for shop assistants.

The Council is the local authority in London (exclusive of the City of London) for the administration and enforcement of the Act, but the Act provides that the Council may, with the approval of the Secretary of State, make arrangements with metropolitan borough councils for the exercise by those authorities, as agents for the Council, of any of its powers under the Act. The Council on 26th March, 1912, decided if possible, to delegate the power of making Closing Orders and Half-holiday Orders to the metropolitan borough councils, many of whom wished to administer all the provisions of the Act. The Home Secretary,

however, would not agree to the delegation to the borough councils of the powers of making Orders and a large majority of the councils were not prepared to carry out the provisions of the Act within these limitations. The Council therefore decided, on 21st January, 1913, itself to administer the Act.

Special consideration was given to the question of the areas in London to which any orders under the Act should apply. The Council, on 5th November, 1912, decided to invite various London trade organisations, etc., to submit suggestions for the defining of areas on these lines. The replies received showed the existence of a considerable diversity of view, some associations being of opinion that there should be no division of the County into areas, and others suggesting that comparatively small areas should be adopted. Finally the Council, on 17th December, 1912, decided that any orders made should apply to one or more of the undermentioned areas, save that as regards Exemption Orders other areas might be agreed to, but only in very exceptional cases—
(i.) The County of London (exclusive of the City of London);
(ii.) A central specified area north of the river Thames; (iii.) A northern area comprising the portion of the County north of the river Thames, with the exception of the central area; and (iv.) A southern area comprising the portion of the County south of the river Thames.

A large number of occupiers of different classes of shops in various parts of London have applied for Half-holiday Orders. Informal preliminary steps are being taken to ascertain the views of the occupiers as to the making of Half-holiday Orders, and as to the day or days (other than Saturday) to be specified in such Orders.

Many applications for exemption or partial exemption from the provisions of the Act relating to closing for the weekly half-holiday have been made by the occupiers of shops of different classes in various areas in London, and Exemption Orders have been made by the Council in a number of cases.

Under section 4 (6) and the second schedule of the Act certificates have been issued by the Council to the effect that the retail trade or business carried on at several exhibitions in London is subsidiary and ancillary only to the main purposes of the exhibition, and such retail trade becomes exempt from the requirement as to closing for the weekly half-holiday.

Every effort has been made to make known in London the provisions of the Act, and printed abstracts have been supplied to the occupiers of all shops, numbering about 85,000. As regards actual inspection, however, in consequence of the very large increase of work, the operations of the inspectors had, up to 31st March, 1913, necessarily been limited to the investigation of applications for exemption, etc., and of complaints received as to cases of alleged infringement of the Act. The appointment of five additional inspectors has been authorised.

Shop hours. The work under the Acts of 1892 to 1904 for a series of years may be summarised as follows :—

Year ending 31st March.	Number of shops on registers.	Number of inspections made.	Number of persons under 18 years of age employed in shops.	Infringements discovered.	Convictions.
1895	—	1,268	—	157	17
1898	—	3,652	—	982	59
1901	73,929	115,353	49,892	9,204	93
1904	83,541	128,541	36,606	7,750	59
1907	85,561	102,781	32,368	6,251	27
1910	84,287	95,844	27,847	5,987	33
1911	84,696	90,369	27,460	5,215	32

Many of the infringements consisted of slight offences, mostly the non-exhibition of notices.

Particulars for a series of years of action taken under the Seats for Shop Assistants Act are given in the following table :—

Year ended 31st March,	Shops affected.	Number of women employed.	Infringements.
1901	14,844	32,631	1,080
1904	13,296	32,661	297
1907	12,618	33,301	178
1910	14,339	38,896	318
Year ended 31st December, 1911	14,226	40,661	257

Ambulance
service.

The provision of suitable and efficient means for the removal to hospital or other place of treatment of persons seized with illness or suffering from the result of accident in the street has, in London, been one of haphazard growth. The question might be assumed to be connected with that of hospital organisation, but the London hospitals, with only voluntary funds to draw upon, have never felt themselves in a position to establish or maintain any system for the purpose. The police have always had to make some provision for dealing with street accidents and illnesses, and until comparatively recent times the usual method was to place the injured person in some passing vehicle. In 1880 a limited system of wheeled litters, operating from the police stations and other convenient centres, was initiated. In 1882 the London Horse Ambulance Society, under the presidency of the late Duke of Cambridge, was instituted, but the interest in the project was short lived, only three ambulances being provided. In 1889 Mr. H. L. Bischoffsheim established a service of about 60 wheeled litters, and the St. John Ambulance Association have also gradually established and maintained a number of stations at which litters are available. In 1901, Mr. Bischoffsheim offered to the Council an electric

motor ambulance for use in the streets, and in this, and the following, year the Council considered the whole question of the provision of a comprehensive ambulance service for London. The possibility of establishing such a service in connection with the Fire Brigade was considered, but was abandoned as impracticable. In May, 1904, the Metropolitan Street Ambulance Association (largely composed of medical men) with the St. John Ambulance Association, urged the Council to establish a service, and as a result a comprehensive scheme for dealing with emergency cases occurring within a three-mile radius of Charing Cross was submitted to the Council on 20th July, 1905. The capital cost was estimated at £13,000 and the annual cost of maintenance at £9,600. The scheme was not adopted, but a more limited proposal was embodied in the General Powers Bill of 1906, for establishing one station, equipped with a motor ambulance and staff, on each side of the Thames at an annual cost of £3,000. The clauses were struck out in the House of Lords. Meanwhile, the Metropolitan Asylums Board had extended their statutory work of removing infectious sick from their homes to the work of transferring non-infectious cases to the general hospital. Following on the rejection by Parliament of the Council's proposals, the Home Secretary appointed a Departmental Committee to enquire into the question. The Committee, in March, 1909, recommended that the Metropolitan Asylums Board should be authorised by Parliament to establish and maintain a service of rapid ambulances for non-infectious cases, and to enter into agreements with the Commissioner of Police for providing and equipping new ambulance stations. The Council concurred generally in these views. In the session of 1909, Sir William Collins, who has taken a prominent part in the movement, introduced the Metropolitan Ambulances Bill which virtually incorporated the provisions of the Council's Bill of 1906, whilst the Hon. W. R. W. (now Viscount) Peel introduced the Ambulances (Metropolis) Bill, based upon the recommendation of the Departmental Committee. The former bill passed.

The Council again considered the question in 1912, and came to the conclusion that by co-ordinating the then existing services (those of the police, poor law and other public authorities) an efficient ambulance service could be evolved. As, however, the authorities concerned (other than the police) had no power to utilise for street cases, the ambulances provided by them, the Council, on 12th November, 1912, decided to promote legislation in the session of 1913 to enable the necessary agreements to be entered into between them and the Council. The Council also represented to the Home Secretary the desirability of extending and improving the ambulance appliances provided by the police.

The arrangements foreshadowed do not apply to the City of London, which has an efficient system of electric motor ambulances and street call boxes, dating from 1907.

CHAPTER XI.

Traffic services—Tramways.

Early
condition of
roads.

Before the introduction of macadam the condition of roads in England, particularly those used for heavy traffic, was deplorable. There is a striking instance in Pepys' *Diary* under date of 8th March, 1668-9—"To Whitehall, from whence the king . . . went by three in the morning, and had the misfortune to be overset . . . at the King's gate in Holborne; and the king all dirty, but no hurt." Macaulay* gives instances of a viceroy of Ireland who, in 1685, took five hours in travelling fourteen miles from St. Asaph to Conway, and of Prince George of Denmark who, in 1703, on a journey to Petworth, travelled nine miles in six hours, several of the carriages conveying his retinue being upset. Another instance from a different source is given in the following quotation:—"Of all the cursed roads . . . none ever equalled that from Billericay to . . . Tilbury. . . . The rutts are of an incredible depth . . . And . . . I must not forget the eternally meeting with chalk waggons; themselves frequently stuck fast, till a collection of them are in the same situation, and twenty or thirty horses may be tacked to each, to draw them out one by one."†

Tramways.

It was natural that means should be adopted for facilitating traffic and transport over such roads. One of the earliest devices was the laying of planks at the bottom of the ruts, and this led to placing the planks on the level ground. The word "tram" was used to designate a log-road as early as 1555,‡ and in the middle of the seventeenth century it is explained that "the manner of the carriage [of coals] is by laying rails of timber from the colliery down to the river, exactly straight and parallel, and bulky carts are made with four rowlets fitting these rails whereby . . . one horse will draw down four or five chaldron of coals."§ Brockett's Glossary (3rd ed., 1846) explains that a tram is "a small carriage on four wheels. . . . It is used in coal-mines to bring the coals from the hewers to the crane."|| The wooden planks on which the trams ran wore out rapidly, and the sleepers on which the planks were laid suffered from the horses' feet. The next step, therefore, was the

* *History of England* (first edition), vol. i., pp. 374-5.

† Arthur Young's *Six Weeks' tour through the Southern Counties of England and Wales*, 1768, p. 72.

‡ *Surtees Society Publications*, vol. xxxviii., p. 37.

§ *North's Lives* (Roscoe Edition), vol. i., p. 280.

|| The derivation of "tram road" from "Outram road," after Mr. Benjamin Outram, who about 1800 made certain improvements in connection with railways for common vehicles, is characterised by Prof. Skeat (*Etymological Dictionary of the English Language*) as a "fiction." He points out that "Oútram" if shortened to one syllable would become "Out" not "tram," in accordance with the rule that in contracted forms the *stressed* syllable survives. The same authority states that the word is Scandinavian, and originally meant a beam of wood, hence a shaft of a sledge or cart or even the cart itself. An example of a spelling "dram" occurs in the standing orders of the House of Commons in 1799, which referred to applications for leave "to bring in a Bill for the making of Ways or Roads usually called Railways or Dramroads" (*Commons Journals*, vol. liv., p. 664).

placing of an additional rail on the first. This could be renewed easily, and the extra height allowed the sleepers to be protected from the horses' feet by a covering of soil. Then the rails were made of iron instead of wood. An example of this was the Surrey Iron Railway, constructed at the beginning of the nineteenth century, from Wandsworth to Croydon and Merstham, approximately parallel with the main road. The rails were 4 inches wide on the tread, and 1 inch thick, with an arched flange 3.5 inches high and .5 inch thick, and the sleepers were of stone.* The modern form of tramways was brought into being by the laying of lines in streets. This was done first in the United States, a section of the New York and Haarlem line being opened in 1832. The line was a failure and was discontinued, but in 1852 the experiment was renewed with great success. The rails were formed with wide grooves, but in other American towns the step-rail was introduced as an improvement. Even this, however, had objectionable features as the step, projecting above the ground, strained the wheels and axles of vehicles which crossed the rails in an oblique direction.

Passenger tramways were introduced into England by Mr. George Francis Train in 1860. In that year he laid down a line with step rails in Birkenhead, and in the following year lines on the same system from the Marble-arch to Notting-hill-gate, from the Westminster Palace Hotel to Victoria Station, and from Westminster-bridge to Kennington-park. The slippery surface and the step of the rail caused serious inconvenience, and after a few months the lines were removed. A flat grooved rail had been adopted in Birkenhead, and this system was followed when, in 1869, the construction of tramways in London was again suggested. Three bills were then introduced into Parliament to authorise the construction of tramways in different parts of London. The Metropolitan Board of Works urged upon Parliament that, before any extensive scheme was sanctioned, the system should have a fair trial in one of the principal thoroughfares. Experimental lines from High-street, Whitechapel, to Stratford, and from Kennington-road along Clapham-road and Brixton-road were accordingly sanctioned. A scheme for the construction of tramways from Vauxhall-bridge-road to Greenwich, received strong local support, and was, therefore, approved almost in its entirety.

In the following year (1870) five more bills in respect of tramways in London were introduced, and the Board of Trade brought before Parliament a bill to facilitate the construction and to regulate the working of tramways in Great Britain. The main object of this measure, which became law under the title of the Tramways Act, 1870, was to provide a simple, inexpensive and uniform mode of proceeding in obtaining authority for the construction of tramways, to give the local authorities the power of regulation and control, and to avoid the necessity of Parliamentary investigation in each case. This it effected by giving power to the local authority† of any district, or to any body of persons with

* Specimens have been presented by the Council to the Victoria and Albert Museum, South Kensington.

† In the case of London, exclusive of the City, the Metropolitan Board of Works, now the London County Council. See also p. 218.

Tramways
Act, 1870.

the consent of the local authority, to apply for a provisional order to construct a tramway. The Board of Trade, upon being satisfied of the expediency and propriety of granting the application, has to make a provisional order, and after publication of the same, to introduce a Bill into Parliament for confirming the various provisional orders thus granted. Two courses under the Act were open to the Metropolitan Board of Works, either to undertake the construction of tramways in London, leasing them to other persons, but not working them itself, or to authorise the laying of tramways by other bodies in the first instance. The Board decided not to undertake the formation of tramways, and consequently for many years the construction of tramways in London was carried out by private companies.

After the passing of the Act, promoters, wishing to avoid the necessity of obtaining the consent of both the local and road authorities*, ignored the procedure prescribed and introduced separate bills to authorise their respective schemes. To meet this, both Houses of Parliament made standing orders requiring that the consent of the local and road authorities should be obtained before any tramway bill was proceeded with, just as similar consent was required previous to the issuing of a provisional order.

Later tram-
ways in
London.

Subsequently a very large number of private Acts and some provisional orders were obtained, the result being the creation of a large and extremely complicated network of tramways, controlled by as many as fourteen different companies. The following table shows the position of the tramways in London during the year ended 30th June, 1889, a few months after the Council came into being:—

Name of Company.	Length of route line open (length outside county in brackets).	Capital paid up.	Working expendi- ture.	Net receipts.	Number of passengers.
	miles.	£	£	£	
Harrow-road and Paddington	1 $\frac{3}{4}$ ($\frac{1}{4}$)	55,324	6,779	769	1,232,941
Highgate-hill	$\frac{3}{4}$	60,407	No return	—	—
Lea-bridge, Leyton and Walthamstow	2 $\frac{3}{8}$ (2)	7,150	Only just opened	—	—
London	21 $\frac{3}{4}$	628,340	213,664	60,347	55,997,861
London, Camberwell and Dulwich	—	No return	—	—	—
London Southern	5 $\frac{3}{4}$	112,500	13,086	1,546	2,366,762
London Street	13 $\frac{1}{2}$	362,500	93,802	22,594	21,396,428
North London	10 (9 $\frac{1}{4}$)	183,466	15,666	563	2,300,444
North Metropolitan	41 $\frac{3}{4}$ (6 $\frac{3}{4}$)	1,267,590	266,524	106,649	58,637,711
South Eastern Metropolitan	—	Not open	—	—	—
South London	12 $\frac{7}{8}$	366,794	61,075	9,295	15,089,182
Southwark and Deptford ...	4 $\frac{7}{8}$	162,389	20,456	3,326	5,474,213
West Metropolitan	8 $\frac{3}{4}$ (4 $\frac{3}{8}$)	202,427	20,535	6,068	4,345,335
Woolwich and South-East London	5	69,239	11,396	2,376	2,279,123
Totals	129 $\frac{1}{8}$ (22 $\frac{5}{8}$)	3,478,126	722,983	213,533	169,120,000

The length of lines within the county was therefore about 106 $\frac{1}{2}$ miles.

* See p. 218.

The Tramways Act provides (sec. 43) that the local authority may, with the approval of the Board of Trade and within six months after the expiration of a period of twenty-one years from the time when promoters were empowered to construct a tramway, require such promoters to sell to them so much of their undertaking as is within such district, upon payment of the then value (exclusive of any allowance for past or future profits of the undertaking or any compensation for compulsory sale or other consideration whatsoever) of the tramway, and all lands, buildings, works, materials and plant, such value, failing agreement, to be determined by a referee appointed by the Board. The Act provides also (secs. 41, 42) for the like purchase in cases in which the tramway is discontinued or the promoters become insolvent. In some instances, as the result of special provisions in particular Acts, the period after which purchases could be made varied.

Purchase of
tramways by
Council.

The first lines in London which thus became purchasable were two belonging to the London Street Tramways Company, (a) from the junction of Euston and Hampstead-roads to the junction of Camden-road with Parkhurst-road, and (b) from Kentish Town railway station to King's Cross. The Council, on 27th October, 1891, decided to purchase the lines. The company made a claim of £604,090, based upon the net revenue of the system as a going concern, calculated at 20 years' purchase with the value of the freehold and leasehold premises added thereto. This was so much in excess of the valuation of the Council's advisers, and was founded on a basis so utterly at variance with the Council's interpretation of the Tramways Act, that the question was submitted to arbitration, and it was not until March, 1893, that the referee's decision was given. The award amounted to £64,540, and practically endorsed the Council's view of the meaning of the Act. The company appealed to the High Court, and on 22nd January, 1894, judgment was given against the Council. The Council, in its turn, appealed, and the decision of the Court of Appeal was given on 12th April in favour of the Council, and confirmed by the House of Lords on 30th July, 1894.

The Tramways Act (sec. 19) provides that when any local authority has constructed or acquired possession of a tramway, it may let out the undertaking to be worked, but that "nothing in this Act contained shall authorise any local authority to place or run carriages upon such tramway." The Council could therefore only lease any tramways which it acquired. Competition for such leases would naturally be restricted, so that the best value for the community might not be secured. Apart, therefore, from general considerations, such as the desirability of public services being under public management, it was obviously to the interest of the ratepayers that the Council, by obtaining authority to work tramways, should be enabled to refuse an unremunerative offer. Parliament agreed with this view, and granted the Council the necessary amendment of the Act of 1870. This, however, was not obtained until the passing, in 1896, of the London County Tramways Act, and the Council had therefore to lease the two portions of line acquired in 1894. As they formed an integral part of the London Street Tramways

Lease of
tramways
north of
Thames.

Lease of
tramways
north of
Thames.

Company's system, any other course would hardly have been practicable. By the end of 1898 the larger portion of the lines on the north side of the Thames would be purchasable, and the Council therefore determined that no lease extending beyond 1900 should be granted in respect of any tramway on that side of the river, and that any lease should be determinable after 30th December, 1898, by three months' notice by the Council. Tenders for leasing were invited, but only one was received, and that from the company. The annual rent offered was £5,729, and the lease was granted on these terms on 1st August, 1895.

In 1892, eight lines, having a length of about 19 miles, belonging to the North Metropolitan Tramways Company, and a short line belonging to the London Street Tramways Company became purchasable. To meet certain difficulties the companies proposed that the whole of their tramways in London should be sold at once to the Council and then leased to the North Metropolitan Company. The total length of line thus proposed to be sold was $43\frac{1}{2}$ miles of double line. The Council accepted this principle, and agreed in December, 1896, to purchase the lines for £422,750, with £267,831 for depots and other buildings, and to lease them to the company for fourteen years from midsummer, 1896, at a fixed rent of £45,000 a year, with $12\frac{1}{2}$ per cent. of the increase in the gross receipts from the existing lines of the two companies, both within and outside the county, over the gross receipts for 1895, and a sum equivalent to 5 per cent. on the purchase price of the freehold and 6 per cent. on that of the leasehold buildings. The length of the lease was determined by the fact that practically the whole of the tramway undertakings in London would be purchasable by 1910 under the Tramways Act. A bill to confirm the agreement and to authorise the construction of certain new lines became law on 6th August, and the purchase was completed on 14th October, 1897. The lease contained certain provisions for the protection of the interests of the company's staff, and clauses were also inserted to provide for the possibility of the adoption of mechanical traction.

Tramways
south of the
Thames.

Meanwhile, in 1895, the Council had given notice to purchase, and in 1897 had purchased, about two miles of tramways, radiating from the Elephant and Castle, which formed part of the London Tramways Company's system. Negotiations were still proceeding in 1898 for the temporary working of the lines by the company when the greater portion, about $18\frac{1}{4}$ miles long, of the remainder of their system became purchasable. The company were prepared to sell the whole of their system, including a few outlying sections which could not be compulsorily acquired until dates varying from 1909 to 1915. The total purchase money amounted to £876,595, and the undertaking was transferred to the Council on 31st December, 1898.

Improve-
ments
introduced.

The Council soon initiated a number of reforms by reducing certain fares, by introducing halfpenny fares, by extending the services of workmen's cars, and by establishing on many routes all-night services. Employees were granted one day's rest in seven, and an average ten hours' day (or 60 hours' week) at total weekly wages not less than they had been receiving.

As regards the general public, however, by far the most important reform was the substitution of electric for horse traction. By an Act passed in 1888, the London Tramways Company were authorised, subject to the road authorities agreeing to the issue of a licence by the Board of Trade, to adapt a part of their tramway for mechanical traction. These powers having devolved upon the Council, the route between Westminster and Tooting was selected for experiment. Dr. (now Sir) Alexander B. W. Kennedy, F.R.S., who was retained to advise generally on the subject, reported in June, 1899, in favour of some underground system, at least in central districts. The Council adopted the underground conduit system of electric traction, and in the same year decided, after a conference with representatives of many of the road authorities, to apply to Parliament for powers to reconstruct for electrical traction the whole of the tramways which it had already acquired or might hereafter acquire. These powers were obtained in the London County Tramways (Electrical Power) Act, 1900, which provides, among other things, that the Council may, with the consent of, and according to a system approved by, the Board of Trade, adopt and use electrical power on the tramways, but that such approval shall not be given by the Board until the road authorities shall have had an opportunity of being heard thereon. The Council, moreover, is precluded from using an overhead system except with the consent of the road authorities concerned. As will be seen later, the overhead system has been used in only a comparatively few instances in outlying districts.

The distinctive feature of the conduit system consists in two metal conductors placed along the centre of the track at some distance below the surface of the road in a specially constructed conduit or tunnel. The current is picked up by a plough, attached to the car, which passing through a slot in the road, makes contact with the conductors in the conduit. At the date when the system was first adopted in London it was in use at Paris, Buda Pesth, New York and Washington, but the only other piece of conduit tramway in England was a short length of narrow gauge line at Bournemouth. The form adopted in London was an improvement in many respects upon that in use elsewhere, as it was found practicable, for instance, to use a much narrower slot.

From the date when a lease of the tramways in North London was granted to the North Metropolitan Tramways Company, the Council carefully considered the question of arranging for the electrification of the tramways. In 1901 the Council gave notice to the company of its intention to put in force the clauses in the lease providing for the reconstruction of the tramways for electric traction. The tenor of the ensuing negotiations and the practical difficulties which came to light as the question reached a more advanced stage, showed that the work could not be carried out satisfactorily and expeditiously unless the lines were in the Council's own hands. Negotiations were accordingly opened with the company for the surrender by them of their interests. Terms, ratified by the Council on 16th May, 1905, were finally agreed, which provided for the transfer of the tramways to the Council

Electric
raction.Surrender of
lease of North
London
tramways.

Surrender of
lease of North
London
tramways.

Tramways
purchased.

as from 1st April, 1906, for the payment of £97,787 as compensation to the company and for the purchase by the Council for £224,971 of the company's rolling stock, horses, etc.

The Council has, up to 31st March, 1913, purchased for £2,841,875 nearly 113 street miles of tramways, particulars of which are given in Appendix VI. Where necessary, the tramways have been re-constructed.

Included in these figures are the undermentioned lines, the electrification of which has not yet been arranged for :—

Locality.	Date of transfer.	Approximate length (route miles).
<i>North of the Thames.</i>		
(1) West India Dock-road, Burdett-road and Grove-road (part of North Metropolitan Tramways)	1896	2 $\frac{3}{4}$
(2) Liverpool-road, Islington (part of North Metropolitan Tramways)	1896	1 $\frac{1}{4}$
<i>South of the Thames.</i>		
(3) Grange-road, Southwark-park-road, Raymouth-road and Rotherhithe New-road (part of London, Deptford and Greenwich Tramways)	1904	2 $\frac{3}{8}$
Total ...	...	6 $\frac{3}{8}$

Tramways
being
purchased

The Council, on 6th April, 1909, decided to purchase the lines in London (about 5 $\frac{1}{2}$ miles in length) of the London United Tramways Limited. The routes are as follows :—From Hammersmith-broadway along King-street to Goldhawk-road ; from Hammersmith-broadway, *via* Paddenswick-road and Askew-road, to Uxbridge-road ; from Shepherd's-bush, *via* Uxbridge-road, to Askew-road ; from Shepherd's-bush to Goldhawk-road ; and a short length of line, not regularly used, in the Grove, Hammersmith. The purchase, owing to unforeseen difficulties, had not been completed by 31st March, 1913.

New
tramways.

In order to extend and to link up its tramway system the Council in each year, since 1900, except 1905, has obtained and exercised Parliamentary powers to construct new lines in different parts of London. It has been found more satisfactory to make special application to Parliament rather than to take advantage of the procedure* laid down by the Tramways Act, 1870. It may here be pointed out that, although the Council is the local tramway authority under that Act, the application of the Act to London is unique ; for while, as regards places outside London, the " local " and the " road " authority are the same, the Council is the " local authority " for the whole county, and each of the metropolitan borough councils is the " road authority " in the area under its jurisdiction. Thus, under the standing orders of Parliament, the consent of the Council as the local authority, and of the particular metropolitan borough council concerned as the road authority must both be obtained to the introduction into Parliament of a Bill proposing to authorise the construction of new tramways within the county. The Council, although it is the " local " authority under the Act, cannot introduce such a bill without the consent of the " road "

* See p. 213-4.

authorities through whose districts it is proposed to construct tramways. New Particulars of the new lines, about 44 miles in length, which the Council has constructed, are given in Appendix VII.

In order to facilitate the improvement of its tramway undertaking the Council considered that, in all cases where any thoroughfare in which there was previously a single line of tramways had been widened, the Council should have power, with the consent of the Board of Trade, to double such single lines of tramways; and also that power should be obtained for the Council, with the consent of the Board of Trade, to double single lines of tramways in all streets which are of sufficient width, and even in narrow streets where, if a double line were laid, the statutory width of 9 feet 6 inches could not be left between the outer rail and the kerb, provided that the frontagers interested raised no objection to the lines being doubled. General powers of this character were accordingly secured by the London County Council (Tramways and Improvements) Act, 1901. The consent of the road authority is necessary in these cases.

The following table shows the progress made with the electrification and extension of the system :—

Year.	Electric (in operation) at end of year.	*Horse (including lines in process of re-construction) at end of year.	Approx. Total.	Remarks.
	Route miles.	Route mls.	Route mls.	
1902-3	Some lines undergoing reconstruction.	88 $\frac{5}{8}$	88 $\frac{5}{8}$	—
1903-4	19 $\frac{1}{4}$	69 $\frac{3}{8}$	88 $\frac{5}{8}$	First electric tramways opened for public traffic on 15th May, 1903.
1904-5	26 $\frac{5}{8}$	68 $\frac{3}{8}$	95 $\frac{3}{8}$	—
1905-6	30 $\frac{3}{8}$	73 $\frac{3}{8}$	104	Includes $\frac{3}{8}$ mile in Archway-road worked by Metropolitan Electric Tramways. Includes $\frac{3}{8}$ mile in Archway-road worked by Metropolitan Electric Tramways, and $\frac{3}{8}$ mile in Lea-bridge-road worked by Leyton Urban District Council.
1906-7	58 $\frac{7}{8}$	57 $\frac{7}{8}$	116 $\frac{3}{4}$	
1907-8	68 $\frac{3}{8}$	51 $\frac{3}{8}$	120 $\frac{3}{8}$	
1908-9	85 $\frac{3}{4}$	42 $\frac{3}{8}$	128 $\frac{1}{8}$	
1909-10	116 $\frac{1}{4}$	19 $\frac{1}{4}$	135 $\frac{3}{8}$	Includes 2 miles in Archway-road and Harrow-road worked by Metropolitan Electric Tramways, and $\frac{3}{8}$ mile in Lea-bridge-road worked by Leyton Urban District Council.
1910-11	127 $\frac{5}{8}$	16 $\frac{5}{8}$	144 $\frac{1}{4}$	Includes 3 $\frac{1}{8}$ miles in Archway-road and Harrow-road worked by Metropolitan Electric Tramways.
1911-12	132 $\frac{5}{8}$	13 $\frac{5}{8}$	146 $\frac{1}{4}$	Do.
1912-13	138 $\frac{3}{4}$	9 $\frac{1}{2}$	148 $\frac{1}{4}$	Do.

* The northern tramways, about 48 miles in length, were worked by the North Metropolitan Tramways Company under lease up to 1st April, 1906.

New tramways deferred.

In the following few cases the Council has authority, but has not yet commenced to exercise such authority, to construct new tramways—

Description of tramways.	Date of authorising Act.	Length (double line).	Remarks.
Hammersmith - broadway, via Bridge-road to near Hammersmith-bridge	North of the 1903 and 1910	m. f. ch. Thames. - 2 4.5	These powers lapsed in 1910, but a renewal of the authority is being sought in the session of 1913.
High-street, Wandsworth from Putney-bridge-road to York-road	South of the 1910	Thames. - 1 9.1	The tramways will be constructed as soon as the widening of the road is ready.
London-road, Forest-hill, via Devonshire-road and Waldram-road, to Park-road	1911	- 1 9.2	Do.
Rushey-green, via Bromley-road, to Beckenham-lane	1912	1 3 -	Arrangements will be made for the construction of the lines at an early date.
	Total ...	2 1 2.8	

Tramways not belonging to the Council.

The only tramways in London not belonging to the Council are as follows :—

Name of undertaking and locality.	Approximate length (street miles).	System of traction.	Date of compulsory purchase by Council.	Remarks.
Bexley District Tramways (Woolwich)	1	South of the Thames. Overhead	1922	—
London United Tramways (Hammersmith)	5½	North of the Thames. Overhead	1909	The Council on 6th April, 1909, decided to exercise its powers of purchase.
Metropolitan Electric Tramways (Stoke Newington)	1	Do.	1930	These lines extend from the Manor House to the county boundary, via Seven Sisters-road and Green-lanes. The lines (½-mile) in Seven Sisters-road, between the Manor House, and Blackstock-road, have already been purchased by the Council.
Lines on Blackfriars-bridge	¼	Under-ground conduit	—	These tramways, constructed by the City Corporation, are being worked by the Council under a lease.

The Council works the whole of the lines belonging to it except (i.) tramways about $\frac{3}{8}$ -mile in length in Archway-road, from the Archway Tavern to the County boundary at Highgate-archway, authorised by Parliament in 1901. This line was leased in 1905 to the Metropolitan Electric Tramways, Limited (the lessees of the Middlesex County Council) (ii.) tramways in Harrow-road. As regards the latter tramway, the lines between Lock-bridge and a point to the east of Scrubs-lane ($1\frac{1}{8}$ miles in length) were purchased by the Council from the Metropolitan Electric Tramways, Limited, in October, 1909, and are worked by the company by agreement with the Council. The extension from Lock-bridge to Edgware-road ($1\frac{1}{4}$ miles in length) was constructed for the Council by the company in 1910. This line also is worked by the company by agreement with the Council. The whole of the route is worked on the overhead system.

The Council at 31st March, 1913, had entered into through running arrangements with outside authorities as follows :—

Route.	Outside authority.	Date of commencement of through running.
Aldgate, <i>via</i> Bow-bridge to Ilford-broadway	West Ham and East Ham Corporations	May, 1910.
Aldgate, <i>via</i> Bow-bridge, to the Baker's Arms, and to Epping Forest	West Ham Corporation and Leyton Urban District Council	May, 1910.
Liverpool-street and Bloomsbury, <i>via</i> Lea Bridge-road to Epping Forest	Leyton Urban District Council	July, 1910.
Bloomsbury, <i>via</i> Barking-road-bridge, to Canning Town	(*See note below)	Dec., 1912
Aldgate, <i>via</i> Barking-road-bridge, to Loxford-bridge, Ilford	West Ham and East Ham Corporations and Barking Urban District Council.	Dec., 1912 and
Euston-road, <i>via</i> Finsbury-park, to Palmer's-green and Enfield	Metropolitan Electric Tramways, Ltd.‡	Jan., 1913
Euston-road to Seven Sisters-corner	Do.	Aug., 1912
Holborn to Edmonton	Do.	Mar., 1913
Euston-road to Edmonton	Do.	Do. Arrangements for through running approved by Council in December, 1912, but services not in operation at end of March, 1913
Holborn, <i>via</i> Caledonian-road and Wood-green, to Finchley	Do.	
Smithfield to Waltham-cross	Do.	
Bloomsbury to Muswell-hill	Do.	
Aldersgate-street, <i>via</i> Essex-road, to New Southgate	Do.	

*The Council alone operates the through cars on this route and pays to the West Ham Corporation 6d. for each car mile run by such cars between Barking-road and Canning-town fire station.

‡ Some of the company's cars run in London only as far as Blackstock-road and the Council is paid in respect of these services 6½d. for each car mile run over the lines between Blackstock-road and the Manor House, Green-lanes.

Through
running.

The Bexley Urban District Council runs a service of cars over the Council's lines between Wickham-lane and Beresford-square, Woolwich, and pays the Council a fixed sum a car mile for the use of the lines and for the supply of energy.

Greenwich
electricity
generating
station.

The Greenwich electricity generating station, the largest municipal station of its kind in the world, was opened in two sections in 1906 and 1910 respectively. The generating machinery consists of four 3,500 k.w. reciprocating engines, and four 5,000 k.w. turbines, or a normal plant capacity of 34,000 k.w.

Consideration has recently been given to the question of enlarging the capacity of the plant to cope with the rapidly increasing load, consequent upon the extension of the tramways system. The capacity of the station is now at the maximum recommended by the joint committee, consisting of representatives of the Admiralty and of the Council, who, some time ago, considered the working of the generating station in relation to the work carried out at the Greenwich Observatory. After conference with the Admiralty, the Council decided to substitute a steam turbine of 8,000 k.w. normal capacity for each of the four reciprocating engines. The new normal capacity of the station, when worked entirely by turbines, will be 52,000 k.w. The work will be carried out in two stages, the first of which will be taken in hand during 1913. The second stage will not be carried out unless the power requirements make it necessary. The provision of the new machinery will effect a very considerable economy in working, but the exact saving will depend very largely upon the price of coal, as this item represents from 75 per cent. to 85 per cent. of the total generating costs. An undertaking has been given to the Admiralty that no further extension of the station beyond that mentioned above is contemplated.

Sub-stations. The high tension, three-phase current supplied from the Greenwich generating station at 6,600 volts, is converted by motor generators or rotary converters at sub-stations to a 550 volts direct current. On 31st March, 1913, the twenty-five undermentioned sub-stations were open :—

North of the Thames.

Mildmay-park.
Shoreditch.
Holloway.
Holborn.
Islington.
Hackney.
Limehouse.
Clapton.
Hammersmith.
Camden Town.

South of the Thames.

Elephant and Castle.
Battersea.
Wandsworth.
Streatham.
Brixton.
Lewisham.
Vauxhall
Clapham.
Stockwell.
Camberwell.
New Cross.
Forest-hill.
Tooting.
Woolwich.
Greenwich.

In order to provide adequate accommodation for the repair and over-hauling of the electric cars, the Council in 1907 decided to establish a central car repair depot. A freehold site of about seven acres adjacent to the Angerstein branch of the South Eastern and Chatham Railway, with an approach road from the tramways in Woolwich-road, was acquired for £3,850, specific Parliamentary powers being obtained in 1908 for the construction of a connecting line to the depot. The depot is being erected in sections. The first section was completed in October, 1909, the second section in May, 1911 and plans have now been prepared for the erection of a third section. The total cost of erection is estimated at £203,100, while the cost of the equipment will amount to about £66,500. The two completed sections enable 1,000 cars to be overhauled annually, and when the third section has been completed it will be possible to deal with another 800 cars, making a total of 1,800. The number of electric cars on 31st March, 1913, was 1,676.

The Council in 1911 entered into an agreement with the railway company to provide for the construction by the company of an extension from their Angerstein branch railway to a siding to be constructed by the Council on the site of the repair depot. This will enable goods to be delivered at the depot direct.

The undermentioned car-sheds were in use on 31st March, 1913 :— Car-sheds.

ELECTRIC TRACTION.

North of the Thames.

Stamford-hill.
Holloway.
Poplar.
Hackney.
Bow.
Hammersmith.

South of the Thames.

Camberwell.
Clapham.
Jew's-row.
New Cross.
Norwood.
Streatham.
Abbey-wood.

HORSE TRACTION.

North of the Thames.

Canonbury.
Grove-road.

South of the Thames.

Plumstead.
Evelyn-street.

In addition there were permanent way depots at Greenwich-road, Depots. Belvedere-road, Metropolis-wharf, Battersea-bridge, and Parkhurst-road (temporary tenancy), and general depots at Rye-lane, Old Kent-road, and Woodville-road.

Cars.

The rolling stock in each year from and including 1903, was as follows :—

				Electric cars.		Horse cars.
1902-3	..	..	..	—	..	517
1903-4	..	..	..	306	..	290
1904-5	..	..	..	401	..	227
1905-6	..	..	..	414	..	216
1906-7	..	..	..	671	..	723
1907-8	..	..	..	965	..	621
1908-9	..	..	..	1,170	..	516
1909-10	..	..	..	1,326	..	127
1910-11	..	..	..	1,551	..	107
1911-12	..	..	..	1,584	..	96
1912-13	..	..	..	1,676	..	74

Passengers
and receipts.

The following table shows the number of passengers and the total receipts for the last eleven years :—

	Passengers.	Total receipts.
		£
1902-3	109,615,496	444,698
1903-4	133,139,085	536,239
1904-5	164,818,560	682,095
1905-6	183,512,421	782,210
1906-7	314,227,090	1,414,604
1907-8	372,515,754	1,663,031
1908-9	412,913,841	1,847,451
1909-10	451,439,216	2,023,004
1910-11	504,715,300	2,232,818
1911-12	533,440,235	2,356,181
1912-13	512,652,700	2,251,729

Experiment
with surface
contact
system.

The conduit system, although more slightly and less expensive to maintain than an overhead system, is much more costly to construct. In 1907 it was estimated that, under normal conditions, the cost of track-work (excluding items common to both systems) for each mile of single track was £17,000 for conduit, as compared with £9,500 for overhead trolley. The Council therefore endeavoured to find some system which would offer the same advantages as the conduit but at less cost, and, as an experiment, the tramways from Aldgate along the Mile End-road to Bow-bridge were reconstructed in 1907-8 on a surface contact system, which was estimated to cost only £10,500 a mile of single track. The results obtained did not, in the Council's opinion, warrant the continuance of the system, and in 1909 the conduit system was installed on the portion of the route west of Burdett-road and the overhead system on the portion east of that point.

Renewals
and reserve
funds.

The cost of reconstructing the tramways for electric traction is charged to capital account and, in accordance with the usual practice, repayment is spread, as regards lands and buildings, over 60 years,

and, as regards permanent way, cars, machinery and other short-lived items, over 25 years. The Treasury approved these terms on the distinct understanding that all renewals were paid for out of revenue. This has been done but, as the burden of renewals will probably become greater as the undertaking grows older, the Council, from time to time, has transferred large sums from surplus revenue to a "Renewals Reserve Fund" to meet this contingency. At first the fund was not established upon a defined basis but, as a rough estimate, a provision at the rate of 1d. a car mile was tentatively adopted. In 1908 the situation was carefully reviewed and on 23rd June of that year, the Council decided that provision at the rate of $\frac{2}{3}$ d. a car mile would be sufficient, but that the adequacy of the provision should be reconsidered in five years' time. At the same time the Council, as an additional precaution, decided that for five years from 1st April, 1908, any surplus after providing for renewals at the rate of $\frac{2}{3}$ d. a car mile, should be set aside for general contingencies. The title of the "Renewals Reserve Fund" was altered to "Renewals Fund" and the new temporary fund was named the "General Reserve Fund." The amounts credited to these funds in each year since 1907-8 are as follows:—

		Renewals Fund.	General Reserve Fund.
		£	£
1907-8	...	51,329	34,634*
1908-9	...	107,570	—
1909-10	...	132,231	59,878
1910-11	...	129,229	103,498
1911-12	...	138,152	84,551
1912-13	...	497	—

For some considerable time the Council sought to obtain permission to run coupled cars and trailer cars, and in 1911 succeeded in obtaining the consents of the Board of Trade and the Commissioner of Police of the Metropolis to the use, as an experiment, of self-propelled, single-deck, coupled cars on the Euston-road to Hampstead-heath route. The results were satisfactory, but, owing to the action of the police, the experiment had to be abandoned in August, 1911. The question had been the subject of such prolonged discussion and correspondence with the Board of Trade and the Commissioner of Police, that the Council felt that no progress could be made unless it obtained from Parliament specific authority to run coupled and trailer cars. These powers were obtained by section 29 of the London County Council (Tramways and Improvements) Act, 1912, which, however, enables the Council to use trailer cars only on the tramways south of the Thames (but including the Victoria-embankment, Vauxhall-bridge-road and Beaufort-street, Chelsea), at such times and for such periods and on such terms and conditions as may be approved by the Board of Trade. The Council on 15th October, 1912, decided to adapt eight horse tramcars as trailers,

* Balance of horse traction renewals fund, with interest accumulations, transferred on 31st March, 1908, to General Reserve Fund.

Trailer cars. at an estimated cost of £1,400, and on 29th October, 1912, sanctioned expenditure of £640 for the equipment of 25 electric cars with couplers, and the modification of certain parts of the lifeguard and platform equipments. The trailer cars commenced to be run in March, 1913.

Self propelled cars.

The question has arisen from time to time of the working of the horsed tramways from West India Dock-road, *via* Burdett-road and Grove-road, to Cassland-road, Hackney. The traffic is small, and a considerable loss is incurred in working. The Council endeavoured, in the session of Parliament of 1912, to obtain authority to reconstruct the lines on the overhead trolley system, but, as a result of an instruction of the House of Commons to the Select Committee dealing with the matter, the effect of which was, in view of the objection of the road authorities to prevent the use of this system of traction, the Council decided on 7th May, 1912, to drop the proposal. Attention was afterwards directed to an arrangement for working vehicles by internal combustion engines directly coupled to an electric generator, driving through motors with electric control. The Council accordingly on 30th July, 1912, sanctioned expenditure of £2,400 for the alteration and the equipment of three of the existing horse tramcars to be used experimentally as self-propelled cars. One of these cars will be run for a limited period on an existing route where electric cars are already in operation, and where the conditions are similar to those in West India Dock-road, etc.

Railless trolley traction.

In certain outlying districts in which it is desirable to extend the tramway facilities, the probable amount of traffic would not warrant the heavy expenditure necessary for the construction and equipment of the lines on either the underground conduit or the overhead trolley systems of electric traction. The Council accordingly decided, on 30th July and 12th November, 1912, to seek parliamentary authority in the session of 1913 to equip, on the railless trolley system of traction, the following routes :—(i.) Mare-street to Wick-lane bridge, *via* Well-street Cassland-road, Wick-road and Gainsborough-road ; (ii.) Stanstead-road, Catford, to Sydenham-station (southern end of Kirkdale), *via* Catford-hill, Perry-hill and Sydenham-road ; (iii.) Sydenham-station (southern end of Kirkdale) to Forest-hill, *via* Kirkdale, High-street and Dartmouth-road ; (iv.) Sydenham-road to the county boundary, *via* Kent House-road ; and (v.) Lee-green to Eltham, *via* Eltham-road. The application relating to (v.) was, however, not proceeded with.

Paving of statutory area.

The Council, in common with other proprietors of tramways, is subject to the liability laid down by the Tramways Act, 1870, to pave and maintain what is usually known as " the statutory area," *i.e.*, the area between the outer tramway rails and extending 18 inches outside these rails. From the point of view of cost and of the efficient working of the tramways, granite paving is the most suitable material for this purpose and is generally used. Agreements have been entered into with some road authorities for the use of wood in certain special instances. Moreover the Council always paves with wood or other silent materials (provided that the remainder of the carriageway at the part is so paved) the portions of track opposite schools, polytechnics and other educational

institutions wholly or partly maintained by it. The cost is allocated between the tramways and education accounts according to the circumstances of each case, the amounts allocated to the education account being treated as capital charges. Wood or some other form of noiseless paving material is used for the tramway tracks in front of hospitals, and opposite places of worship which abut on, or are situated adjacent to, the roads in which the tramways are laid.

In some cases the Council has found itself liable, as successor of a tramway company, to pave more than the statutory area and even, in some cases, to pave the whole of the road in which tramways had been laid down. These extra liabilities have now been redeemed in all cases, usually by the payment of a lump sum.

Weather shelters for intending passengers have been erected on the Victoria-embankment (near Westminster and Blackfriars bridges), at Camberwell-green, Goose-green, Clapham-common (near The Plough) New Cross-gate, Stamford-hill, and Eltham. Its powers to erect these shelters having been questioned, the Council, in order to place the matter beyond doubt, obtained from Parliament in 1911 specific authority, subject to the consent of the road authorities concerned.

Recreation rooms for the staff have been provided at the New Cross, Bow, Hackney, Holloway, Poplar, Stamford-hill, Wandsworth, Clapham, Norwood, and Streatham car sheds. Stewards, who are responsible to the Council for the cleaning of the rooms, are appointed to take charge of each.

The Council on 11th May, 1909, agreed in principle to the formation, after conference with the Board of Trade, of a scheme for the establishment of conciliation boards for the Council's tramways on the lines of those agreed to in the case of railway companies. The Board consulted the employees concerned, and the voting showed that a large majority of the men favoured the proposal. The Board subsequently arranged for the election of representatives of the men to serve on the sectional boards. The following are the sectional boards and the number of representatives which both the Council and the employees appoint or elect on each:—

No. of sectional board.	Branch of tramways department concerned.	No. of representatives of each side.
I.	Traffic	6
II.	Rolling stock	6
III.	Electrical	3
IV.	Permanent way and building	3

After considerable negotiations a scheme acceptable to both sides was formulated and agreed to by the Council on 2nd November, 1909. This followed substantially the lines of the schemes in operation in connection with railway employees, modified to meet the somewhat different conditions which obtain in connection with the Council's tramways.

Conciliation
boards.

In addition to the sectional boards, the scheme provides for the formation of a central board, consisting of six representatives of the Council and of the employees. Not more than two representatives of the Council on any board are to be officials. The questions that may be dealt with by the boards are :—differences (i.) as to rates of wages (ii.) as to hours of labour, and (iii.) relating to general conditions of labour to the conciliation boards are to be first submitted to the appropriate sectional board, and when a sectional board fails to arrive at a settlement, the question is to be referred, on the motion of either side, to the central board. In the event of the central board being unable to arrive at an agreement, the subject of difference is to be referred to arbitration, and the decision of the arbitrator is to be binding on all parties. Before a conciliation board can entertain any proposal from the employees for a change regarding any question of the nature above indicated, an application for such change must be made to the Council in the usual course. Any proposal agreed to by a sectional board, or by the central board, involving increased expenditure is to be placed before the Highways Committee and the Council for their acceptance, and failing its acceptance by the Council is to be referred as follows :—(1) a proposal agreed to by a sectional board and not accepted by the Council is to be referred to the central board ; and (2) a proposal agreed to by the central board and not accepted by the Council is to be referred to arbitration. A similar course is to be followed in the event of a proposal involving a reduction of rates of wages being agreed to by a sectional board or the central board, and rejected by the employees. No decision of a sectional or the central board shall be re-opened within twelve months. The term of office of the conciliation boards is three years. In October, 1912, the employees' representatives suggested that the scheme should be amended in some respects, and consideration was at 31st March, 1913, being given to the matter.*

Other means
of public
conveyance.

Boats.

Other public means of conveyance by water or road have had so much effect on the development of London that a very brief reference to them may be justified. From very early times the main highway of London was the Thames, and the chief means of public conveyance were the boats which plied on its surface. Such a broad, natural highway would naturally have an important part in the development of the town on its banks, especially when it is remembered that the streets of the town were dirty, narrow, crowded, and often regarded more as markets than as means of passage. A jury presentment† of 1293 shows that in that year there existed an organised passenger service on the Thames. In the reign of Elizabeth the regular authorised vessels were the common barges, which went and returned from Billingsgate with each tide, the fare being "two pence and no more for each passenger with a male or small fardel, or four shillings in all, if the passengers, being four, will make it up." In addition, there were the tilt boats, "light horsemen," and wherries. At that time, according to

* A modified scheme was approved by the Council on 3rd June, 1913.

† Thorpe, *Registrum Roffense*, p. 374.

Taylor, the water poet, "the number of watermen, and those that live and are maintained by them, and by the onely labour of the oare and sculle, betwixt the bridge of Windsor and Grauesend, cannot be fewer than forty thousand."* Writing of Anne's reign, Strype says: "There be 40,000 watermen upon the rolls of the [Watermen's] Company as I have been told by one of the Company."† Every facility existed for persons desiring to take boat. The landing places or "stairs" were very numerous; in 1707 there were over a hundred. From no source can a more graphic picture of the river as a highway be obtained than from Pepys' Diary. "By water to White Hall," "so by water home," "by water to the Temple," "down by water to Deptford," "to Vauxhall," "by water to Barne Elmes . . . and called at Lambeth," are a few of the many examples. The position of Pepys with regard to the social life of London in the seventeenth century is somewhat similar to that of Johnson with regard to the eighteenth century. It is interesting to note how many references to the river there are in the *Diary*, and how few in Boswell's *Life*. This Day suggest that the river was falling into disuse.

Boats.

Hackney coaches for hire (usually the discarded property of the nobility) and sedan chairs had been introduced into England during the first third of the seventeenth, and attained their greatest vogue during the following, century. In fact, hackney coaches survived until the early part of the nineteenth century, when they were supplanted by *cabriolets* from Paris, which in their turn were succeeded by hansom, the invention in 1834 of an architect of that name. The rise of the motor-cab to favour is too recent to need more than mention.

Omnibuses, etc.

The omnibus originated in Paris, and was introduced into London by J. Shillibeer in 1829. The first pair ran from The Yorkshire Stingo in Marylebone-road to the Bank at a fare of one shilling, or sixpence for half the distance.‡ Something more was attempted, for in 1833 two steam omnibuses were introduced and ran regularly for a time between Paddington and the Bank, and along the Stratford and Islington roads. These and other similar vehicles were by no means efficient, and their number gradually decreased, until 1840, when the enforcement in London of the Turnpike Acts gave the owners an excuse for withdrawing the few vehicles which survived.§ The use of omnibuses drawn by horses increased rapidly; penny fares were introduced in 1849, and outside seats in 1851. Other improvements followed, and in 1899, after a lapse of nearly sixty years, a mechanically-propelled omnibus could again be seen plying for hire in London. Double-deck motor-omnibuses of the present type were first licensed in 1904, and by 1907 had come into general use, but it was not until 1911 that the use of horses was entirely discontinued by the principal companies.

The introduction early in the nineteenth century of steamboats revived the passenger traffic on the Thames, and from about the middle

Steamboats.

* *The true cause of the Watermen's Suit concerning Players, etc.*, p. 172.

† Strype's *Stow*, Book V., p. 232 (1720 edition).

‡ Moore, *Omnibuses and cabs*, p. 12.

§ *Ibid.*, pp. 38-43.

Steamboats. of the century, short distance services met with much success. The sinking of the *Princess Alice* near Woolwich in September, 1878, with a loss of more than 550 lives, led to a great falling off in the receipts, which before that event had amounted to as much as £117,000 in one year. Successive companies having failed, in the altered circumstances, to maintain a satisfactory service, the Council, in 1901 and 1903, sought authority to do so, but the bills were rejected by Parliament. In 1904 the necessary powers were obtained, including powers to take over existing, and to construct additional, piers.

Thirty paddle steamers were specially built for the Council at a cost of about £200,000. These had a length of 130 feet, a draught of 2 feet 6 inches, and a speed of about 13 miles an hour in still water; each was licensed to carry 500 persons. About £16,000 was spent in purchasing coal hulks, moorings, etc., and about £85,000 in constructing, acquiring, or repairing piers. The cost of establishing the service was, therefore, about £302,000.

The service was inaugurated on 17th June, 1905. During the summer and autumn of 1905 boats were run at intervals of fifteen minutes between Hammersmith and Greenwich, but in November, 1905, a twenty minutes service was substituted and from December, 1905, to April, 1906, the boats did not run above Charing Cross. In 1906 and 1907, no winter service was run. In 1906 the boats were not run above Chelsea, and in 1907 not above Putney. The financial results were as follows:—

	Number of Passengers.		Net Deficiency.		
			Steamboats.	Piers.	
1905-6 (9½ months) ..	3,683,912	..	£37,483	..	£12,612
1906-7 (6 months) ..	3,707,818	..	27,205	..	13,168
1907-8 (5½ months) ..	2,383,003	..	25,497	..	12,351
			£90,185	..	£38,131
Total ..					£128,316

After the summer of 1907 it was felt that any future service should stop at Chelsea, and the Council on 3rd December, 1907, decided to sell six boats no longer required, but no suitable offer was received. The agreement under which the Thames Conservancy's piers were conveyed to the Council provided that, if the Council disposed of the service or discontinued running it for two years, the piers should revert to the Conservancy. The cost of maintaining these was estimated at from £4,000 to £5,000 a year, and the Council, desiring to avoid this liability, as well as the loss of running a service, authorised, on 18th February, 1908, the disposal of the remaining boats. No suitable offer being received, the Council, on 15th December, 1908, decided to invite tenders for the purchase of the boats, and to give preference to tenderers who would undertake to run an efficient service. No such tender was received, and between April and July, 1909, sixteen boats were sold to purchasers at places as far distant as Dundee, Rotterdam, Rouen, and Servia, at

prices varying from £1,050 to £500. The remaining fourteen were sold to one purchaser for £5,500. The total amount realised was £18,204. Some of the seventeen piers which formerly belonged to the Thames Conservancy reverted, on 1st November, 1909, to the Port of London Authority, the Conservancy's successor. The coal hulks were sold for £525.

The Council still owns eight piers; five of these (Putney, Carlyle, Battersea-park, Nine-elms, and South Woolwich) were purchased or taken over from the Thames Steamboat Company, Greenwich-pier was bought from the Greenwich Pier Company, Charing Cross-pier from the South Eastern and Chatham Railway Company, and Hammersmith-bridge-pier was taken over from the Bridge Company when the Metropolitan Board of Works acquired the bridge. The Council has decided to remove Carlyle and Nine-elms piers and to surrender its lease of South Woolwich-pier. The Council, under the Thames River Steamboat Service Act, 1904, was entitled to charge a maximum toll of only 6d. a call at any of the piers under its control. It accordingly applied to Parliament to amend the Act so as to vest in it the same powers as to charging tolls as were vested in the previous owners. The necessary powers were granted by the Thames River Steamboat Service Act, 1904 (Amendment) Act, 1908, which enables the Council to make by-laws, to be confirmed by the Board of Trade, for regulating the tolls, rates, and charges in respect of the use of the piers. By-laws providing for revised charges were made by the Council in 1909, and agreements for the use of the piers at these charges have been entered into with several owners of steamboats. The Council allows the Port Sanitary Authority to use its piers, on certain conditions, free of charge for the purpose of landing and embarking the Authority's employees.

CHAPTER XI.

Traffic Services—(continued).

Roads.

The origin of certain of the main arteries of communication in London goes back to the period of Roman rule. Among those whose construction has been assigned with more or less probability to that time are—Edgware-road, Holborn, High-street, Bloomsbury, Oxford-street, etc., Mile End-road, Bishopsgate, Kingsland-road, etc., Brixton-road, Streat-ham-hill, etc., Clapham-road, Shooter's-hill, Old Kent-road, Hammer-smith-road, Uxbridge-road, and Goldhawk-road.

There are but few records as to road building during mediæval times, after the Roman roads had fallen into decay, and such traditions as are extant do not seem very reliable. It is clear, however, that, after the Saxon settlement, means of communication became necessary between the different villages which the conquerors founded in the present county area, and many of the present busy thoroughfares in London no doubt owe their being to these quiet tracks through fields and woods or along the sides of streams. The gradual extension of the City over the area lying between the walls and the bars resulted in the formation, by early Tudor times, of practically all the streets in that area, but with this exception and that of the congeries of streets that grew up around the Palace and Abbey of Westminster and, to a much smaller extent, in each of the little villages outside, there would not seem to have been much growth in the road system of the area now known as the County of London until the reign of Elizabeth. From this time began the modern growth of London, which has gradually covered acre after acre with buildings and has brought the street mileage of the county up to about 2,200 miles.

Originally, the maintenance of all highways was a liability of the parish, but the inability of the parish effectually to perform this obligation was early recognised in the case of many of the chief traffic routes round London, and numerous references occur to special arrangements made for the repair of such streets as the Strand and Holborn, either from the proceeds of tolls or at the expense of the frontagers or owners. With the growth of London, however, it became usual to set up separate boards, called paving boards, for the maintenance of the streets. Some idea of the number of these may be obtained from the fact that at the time of the passing of the Metropolis Management Act, 1855, when such authorities were abolished, and their duties transferred to the vestries and district boards, there were in St. Pancras alone, excluding a great portion of the parish which was not paved and under no jurisdiction, no fewer than 16 paving boards. While the maintenance of the less important streets was thus divided between the local vestries

and paving boards, that of the main arteries of communication Roads. from the reign of Anne onwards, came to be placed in the hands of trustees or commissioners, who erected turnpikes and collected tolls. Usually the roads thus managed were old highways, but in several cases they consisted of new roads formed by the trustees, and, particularly in north London, some of the most important of existing thoroughfares originated in this way. Among them may be mentioned:—

Road.	Date of Act authorising construction.
Marylebone-road, Euston-road and Pentonville-road	29 Geo. II., c. 88.
Lea-bridge-road	30 Geo. II., c. 59.
City-road	1 Geo. III., c. 26.
Commercial-road	42 Geo. III., c. 101.
Great Dover-street	49 Geo. III., c. 186.
Junction-road	51 Geo. III., c. 156.
New North-road	52 Geo. III., c. 154.
Camden-road	5 Geo. IV., c. 138.
Caledonian-road	6 Geo. IV., c. 156.
Finchley-road	7 Geo. IV., c. 90.
Seven Sisters-road	10 Geo. IV., c. 59.

In 1826 the trusts controlling the turnpikes in Middlesex were amalgamated (7 Geo. IV., c. 142), with a view to economy and convenience, but those in Surrey and Kent continued to exist separately.

At various times subsequent to the passing of the Metropolis Management Act, 1855, these roads became dis-turnpiked, and the liability for their maintenance was thrown upon the vestries and district boards.* By the Highways and Locomotives (Amendment) Act, 1878, all roads dis-turnpiked between 31st December, 1870, and the date of the passing of the Act, or which might afterwards be dis-turnpiked, were to be deemed "main roads," and the Local Government Act, 1888, section 11 (1) cast the duty of maintaining and repairing these upon the Council.†

This expenditure, owing to its limited and partial character, was always regarded as inequitable by the Council. Section 6 of the London Government Act, 1889, provided that the power and duty of maintaining any "main road" existing at the passing of the Act within a borough should be transferred to the borough council, and that the road should cease to be a "main road," a provision doubtless intended to remove the anomaly. Claims for contributions were, however, subsequently made on the Council by four of the metropolitan borough councils in respect of the maintenance of roads in their boroughs which had, under the Act of 1899, ceased to be "main roads," such claims being made under section 7 of the Act, which provides that where any power or

* Most of the Metropolis Turnpike Trust's roads were dis-turnpiked by the Metropolis Turnpike Roads Acts (Amendment) Act, 1863 (26 & 27 Vict., c. 78), and the Turnpike Acts Continuance, etc., Act, 1871 (34 & 35 Vict., c. 115).

† The roads in question were:—Lea Bridge-road, Finchley-road, Edgware-road, Archway-road, Harrow-road, Commercial-road East, East India Dock-road, Horseferry Branch-road, West India Dock-road, East and West Ferry-roads, Green-lanes.

Main roads. duty is transferred from the Council to a borough council by or under the Act, the Council shall contribute to the borough council such amount, if any, as may be agreed upon, or, in default of agreement, determined by the Local Government Board. The Council declined to entertain the claims, and the Local Government Board determined that no contributions should be made by the Council, a decision which was confirmed by the High Court.

Street improvements. During the period immediately before 1855, new main thoroughfares in the central district were generally constructed by the Government, or, in the neighbourhood of the City of London, by the City Corporation. The undermentioned are the chief thoroughfares thus constructed :—

<i>Thoroughfare.</i>	<i>By whom formed.</i>	<i>Authorising Act.</i>
Blackfriars-road and London-road	City Corporation ..	.. 9 Geo. II., c. 89.
Strand, at St. Clement Dane	Do. ..	.. 35 Geo. III., c. 126.
Regent-street, Pall Mall East,	H.M. Government	... 53 Geo. III., c. 121.
Trafalgar-square, etc.	Do.	7 Geo. IV., c. 77.
Duncannon-street, etc. ..	Do.	.. Do.
Farringdon-street (south of Holborn bridge)	City Corporation ..	.. 5 Geo. IV., c. 151.
London-bridge approaches..	Do.	.. 4 Geo. IV., c. 50.
New Oxford-street	H.M. Government	.. 1 & 2 Vict., c. 83 and 3 & 4 Vict., c. 112.
Endell-street	Do.	.. 3 & 4 Vict., c. 87.
Leman - street and Commercial-street	Do.	.. 3 & 4 Vict., c. 87, and 4 & 5 Vict., c. 12.
Cranbourn-street	Do.	.. 9 & 10 Vict., c. 34
Victoria-street	Westminster Improvements Commissioners	.. 4 & 5 Vict., c. 12.
Cannon-street extension ..	City Corporation ..	8 & 9 Vict., c. 178.
Farringdon-street (north of Holborn bridge) to Clerkenwell-green	Clerkenwell Commissioners and City Corporation	.. 10 & 11 Vict., c. 14 & 15 Vict., c. 120.
Grosvenor-road embankment (Millbank to Chelsea)	H.M. Government	... 57 Geo. III., c. 54.
		9 & 10 Vict., c. 39.

Improvements by Metropolitan Board of Works.

The Metropolitan Board of Works from its earliest years gave great attention to the question of providing new, or of widening existing lines of communication. In 1857, it obtained its first Act of Parliament relating to street improvements, and from that date until it was superseded by the Council in 1889 it always had in hand extensive improvements in different parts. The chief were as follows :—

Improvement	Date when authorised by Parliament.	Date of completion.	Net cost.	Amount, if any, contributed by local authority.
			£	£
Southwark-street	1857	1864	366,070	—
Queen Victoria-street... ..	1863	1871	1,076,287	—
Commercial-road, East	1865	1870	202,225	—
High Holborn (at Holborn Bars) ...	1865	1867	76,415	—

Improvement.	Date when authorised by Parliament.	Date of completion.	Net cost.	Amount (if any) contributed by local authority.	Improvements by Metropolitan Board of Works.
			£	£	
Kensington High-street (near Metropolitan Railway station)	1866	1869	126,434	—	
Hamilton-place, Park-lane ...	1869	1871	110,968	—	
Wapping High-street ...	1872	1879	216,533	—	
Shoreditch High-street ...	1872	1877	121,816	—	
Bethnal Green-road ...	1872	1879	196,509	—	
Great Eastern-street ...	1872	1876	276,012	—	
Clerkenwell-road and Theobald's-road	1872	1878	836,666	—	
Harrow-road (at Edgware-road) ...	1872	1877	127,759	—	
Northumberland-avenue ...	1873	1876	The surplus land realised more than the cost of the property and works, so that the improvement resulted in a profit of £119,819.		
Appold-street, Shoreditch ...	1876	1879	80,719	40,359 10s.	
Shaftesbury-avenue ...	1877	1886	758,887	—	
Charing Cross-road ...	1877	1887	597,499	—	
Coventry-street ...	1877	1881	100,446	—	
Gray's Inn-road ...	1877	1888	390,614	—	
Kentish Town-road (at Great College-street)	1877	1883	93,983	—	
Tooley-street (east of Bermondsey-street) and Dockhead	1877	1882	376,089	—	
Marshalsea-road ...	1877	1888	132,102	—	
Jamaica-road and Union-road ...	1877	1882	71,173	—	
Camberwell-road, Church-street, High-street, Peckham, and Queen's road	1877	1882	410,465	—	
Deptford-bridge approaches ...	1877	1882	107,598	—	
Upper-street, Islington ...	1883	1888	199,295	—	
Green-street, Bethnal Green ...	1883	1888	54,882	—	
Tower-hill ...	1883	1887	80,435	—	
Hammersmith-road and Brook Green-road	1883	1888	42,884	—	
Star-corner, Bermondsey ...	1883	1887	105,079	—	
Cannon-street (east end), Eastcheap, Great Tower-street	1882	1884	500,000*	—	
Walworth-road ...	1883	1888	64,831	—	
High-street, Hampstead ...	1883	1887	99,590	49,795	
Rosebery-avenue ...	1885	1892	309,954†	—	

* Contribution by Board towards cost of improvements executed by Metropolitan Railway Company.

† Completed by the Council.

It is unfortunate that, when London was being extended years ago, more was not done by the Board and the local vestries and district boards towards making wide roads through undeveloped or partially developed property. Numerous improvements in all parts of the County could thus have been carried out for the merest fraction of their present

Improve-
ments by
Metropolitan
Board of
Works.

cost. It is unfortunate also that more foresight was not sometimes shown as regards the width adopted when roads were widened. Thus the Metropolitan Board of Works between 1866 and 1869 acquired property on the south side of Kensington High-street to the east of the Metropolitan railway station, with a depth of two or three hundred feet, and widened the road to a minimum of 45 feet. The Council, under powers conferred by Parliament, widened the road to the east of this part to 60 feet, and secured a considerable widening to the west under the London Building Acts. The result has been that, for some years past, the part widened by the Metropolitan Board of Works has been the narrowest section of the road, and so inadequate for the traffic that a further widening has been repeatedly urged.

Thames
Embank-
ments.

An interesting feature of the Board's work as regards improvements was the construction of embankments, particularly that known as the Victoria-embankment. The plans prepared by Sir Christopher Wren and Sir John Evelyn for the rebuilding of London after the Great Fire in 1666 included the construction of a wide quay along the north side of the Thames between the Temple and the Tower, and land was even reserved for the purpose.* An extended scheme was put forward in 1766, while during the early part of the nineteenth century efforts were made to form a company and to obtain parliamentary powers to carry out a work of this kind.† The proposal was renewed in 1841, when it included the construction of an overhead railway with wooden rails.‡ The river from Millbank to Chelsea was embanked about 1850 by the Commissioners of H.M. Works, and in 1860 the scheme for the construction of an embankment from Westminster to Blackfriars began to take a practical form. One of the chief reasons urged in its favour was that, besides affording traffic facilities and improving the navigation of the river, it would form a convenient site for the construction of a low-level sewer. The necessary parliamentary powers were obtained by the Board in 1862, and the first stone was laid in 1864. In that year the Metropolitan District Railway Company obtained parliamentary authority to construct their railway in connection with the embankment. The company's works made but slow progress, and this delayed the embankment so seriously that it was not opened until 1870. The cost was £1,552,617, towards which £752,546 was received from the coal and wine duties, and £409,212 from the sale of surplus land, so that the net cost to the Board was only £390,859. The Albert-embankment was undertaken in 1863, partly for traffic purposes and partly to protect the low-lying portions of Lambeth from floods. It was completed in 1869, at a net cost of £1,012,691. The construction of the Chelsea-embankment arose out of the extension of the drainage system. It became necessary to construct a temporary dam in order to facilitate the laying of part of the sewer from Chelsea to Barking. It was ascertained that an embankment wall would cost little more than a wooden

* Trench, *Collection of Papers relating to the Thames Quay, etc.*, p. 2.

† *Ibid.*, p. 3.

‡ Trench, *Letters to Viscount Duncannon*, pp. 5 and 7.

dam, and the Board therefore decided to carry out permanent instead of temporary works. The scheme was authorised by Parliament in 1868 and completed in 1874, at a net cost of £268,780. Thames embankments.

The total net cost of all the street, etc., improvements executed by the Board was a little more than ten millions, and, in addition, it contributed a little over 1½ millions towards the cost of improvements executed by other authorities.

After the year 1861, about two-thirds of the receipts from the coal and wine duties* were allotted to the Board for the purposes of improvements, and it thus received substantial assistance in aid of its different schemes, notably those for the construction of Queen Victoria-street and the three embankments. The Council was opposed in principle to the levying of these duties, and supported the proposals which were successfully brought forward in Parliament in 1889 for their abolition. In the absence of a new source of revenue, the Council was reluctant to sanction any large improvements, as their execution would have increased the financial burdens of the occupying ratepayers. The Council accordingly in July, 1889, decided to postpone all new loans for permanent improvements which could be postponed without grave inconvenience, until what it considered a juster method of taxation had been instituted by Parliament. In pursuance of this policy no definite action was taken between 1889 and 1894, except in one or two urgent cases, towards carrying out any extensive improvements. In 1895, however, the Council, after several attempts, secured parliamentary recognition of the principle of "betterment" and, having established the principle that owners of property benefited by the execution of particular improvements should make a special contribution towards the cost, it proceeded to undertake several important schemes. Improvements by Council.

In its early years the Council, following the practice of the Metropolitan Board of Works, usually confined its attention to those improvements in the central parts of the County which were of pressing importance. They consisted chiefly of the widening of comparatively short pieces of road, and the Council acquired very little more than the property actually needed for addition to the public way. The execution of these improvements often led to an increase in the value of adjacent property, but no direct share of this improved value was obtained for the general public. This was partly met by the levying of the improvement or "betterment" charge just referred to, but in 1899 and 1900, the Council dealt with the whole question in a comprehensive manner by obtaining, in the case of the Kingsway and Aldwych, and Westminster improvements, and, to a less degree, in the case of the Kensington High-street and Mare-street improvements, authority to acquire not only the property needed for the improvements, but also a large part of the areas immediately adjoining. The Council was thus able entirely to alter the planning of the neighbourhoods, and at the same time most of the land with an improved value was secured to the public.

* For coal duties, see p. 193.

Improve-
ments by
Council.

The extension of its tramways has made it necessary for the Council in recent years to devote most of its attention to widenings on tramway routes. These are generally situated in the less central parts of the County, and, as the property needed often consists of small houses, gardens, open forecourts or undeveloped land, it is possible to widen long stretches of road for an amount which would, perhaps, pay for the removal of only a few houses in central London. Although the separate improvements of this kind have not been very costly, the total expenditure, owing to their number, has been considerable and this, combined with the increased, and increasing, cost of property in central districts, has compelled the Council to carry out improvements, not on tramway routes, only as, and when, favourable opportunities, owing to the expiration of leases or the re-building of property, occur.

Improve-
ments
completed.

The chief improvements executed by the Council are as follows :—

Improvement.	Date when authorised by Parliament.	Date of completion.	Actual or estimated net cost.	Amount, ¹ any, contributed by local authorities.
			£	£
Isle of Dogs bridges, Poplar	1891	1897	68,774	10,000
Greek-road, Greenwich	1891	1898	66,900	16,725
Middlesex-street (formerly Sandy's-row) Spitalfields	1892	1896	53,426	—
Tower-bridge-road	1895	1902	394,000	—
Tottenham-court-road (south end)	1897	1900	53,860	—
Old-street at Goswell-road	1897	1902	164,500	—
Long-lane and Tabard-street	1897	1903	162,256	—
Mansell-street	1897	1908	418,100	—
York-road (between Wandsworth-station and Falcon-road)	1898	1907	53,423	13,356
Strand at Holywell-street	1897	1902	569,130	—
Kingsway and Aldwych	1899	1905	774,200	—
Southampton-row (between Holborn and Theobald's-road)	1899	1905	170,350	—
Cat and Mutton-bridge	1899	1904	52,240	17,413
Kensington High-street (east of Church-street)	1899	1905	75,169	25,056
Mare-street, Hackney (north of Triangle)	1900	1905	436,570	109,142
Goswell-road (at Old-street)	1900	1907	82,500	12,000
St. John-street	1900	1904	64,200	—
Nine Elms-lane, Battersea	1900	1908	145,850	15,000
Camberwell New-road	1901	1912	56,500	5,000
Central-street	1901	1908	64,750	15,000
York-road (north of High-street, Wandsworth), Garratt-lane, Defoe-road and Tooting High-street	1901	1905	251,820	83,940
High-street, Fulham, and Fulham Palace-road	1902	1909	100,602	33,534
Hampstead-road	1902	1907	144,500	18,063
Denmark-hill, Champion-park, Grove-lane, Dog Kennel-hill, Grove-vale, and Lordship-lane	1902	1907	75,996	25,332
Lewisham High-road, Loampit-hill and vale, and High-road, Lee	1904	1907	82,236	27,412

Improvement.	Date when authorised by Parliament.	Date of completion.	Actual or Estimated net cost.	Amount, if any, contributed by local authorities	Improvements completed.
Malpas-road, Brockley-rise, Brockley-road, and Stanstead-road	1904	1912	£ 77,900	£ 25,967	
South Lambeth-road, Coldharbour-lane, Herne-hill-road, Wanless-road, Poplar-walk-road, Lowden-road, Milkwood-road and Norwood-road, Lambeth	1907	1910	61,167	20,389	
Catford-bridge	1906	1912	57,500	31,000	
Wandsworth-road	1908	1910	59,339	19,780	
Parker's-row, Jamaica-road, Union-road, Lower-road, Evelyn-street, Blackhorse-bridge, Deptford-creek-bridge, Bridge-street and Church-street	1909	1912	148,500	—	
Woolwich-road	1909	1912	61,450	18,658	
Belvedere-road	1910	1912	57,050	—	
Putney-bridge-road	1910	1912	56,200	18,734	
Sloane-street	—	1906	60,250	20,000	
Mall to Charing-cross	—	1912	83,500	27,833	
East India Dock-road	—	1913	91,000	3,000	

A number of improvements are now being executed; the chief are:—

Name.	Date of authorisation.	Estimated net cost.	Amount, if any, contributed by local authority.	Improvements in progress
Blackheath-road and Blackheath-hill	1900	£ 16,500	£ —	
Embankment and street improvements at Millbank (Westminster improvement)	1901	587,000	100,000	
Southampton-row (north of Theobald's-road)...	1902	106,500	—	
Piccadilly (near the Circus)	1903	209,500	40,000	
Piccadilly (east of St. James's-street)	1904	73,700	10,493	
Woburn-place to Endsleigh-gardens	1908	30,650	—	
Church-street, Kensington	1909	41,300	20,650	
East-road and New North-road	1909	179,250	49,267	
High-street, Wandsworth	1910	78,700	26,233	
Balls-pond-road	1912	37,350	11,450	
Church-street and High-street, Woolwich	1912	69,000	23,000	

The principal street improvement executed by the Council and, with the possible exception of Regent-street, the most exclusive scheme of the kind ever undertaken in London, has been the construction of Kingsway and Aldwych, between Holborn and the Strand. The proposal to form such a street was no new one, for in 1836, 1838 and 1847 suggestions to this effect were made to Select Committees on Metropolis Improvements. No action, however, was taken, and the

Kingsway
and
Aldwych.

Metropolitan Board of Works before whom the matter afterwards came considered that other improvements were more important. In 1889, 1892, 1895 and 1896 the question was specially considered by the Council, but without definite result. In 1897, the Council obtained parliamentary authority to remove the property between Holywell-street and the Strand, and decided as part of the general scheme to widen the southern end of Southampton-row. Authority to construct Kingsway and Aldwych was obtained in 1899. The widening of the Strand was completed in June, 1902; the east portion of Aldwych was opened in August, 1903; the west portion in March, 1904; and the central portion in March, 1905. The section of Kingsway north of Great Queen-street was opened in March, 1905, and the remainder of the improvement in October of the same year. The gross cost was estimated at £6,403,695, and the net cost, after the disposal of the surplus land, but not allowing for interest on debt, at £1,571,780. This estimate is apportioned as follows: Kingsway and Aldwych, including the clearance of the Clare Market insanitary area, £832,300; Strand at Holywell-street, £569,130; and Southampton-row, £170,350. The area of the improvement was about 28 acres, with an annual rateable value, in round figures, of £100,000. Land to the extent of $12\frac{1}{4}$ acres was needed for the new main and side streets, leaving an area of $15\frac{3}{4}$ acres for building purposes. The Council was obliged by Parliament to reinstate certain premises, the chief of which were those occupied by the Metropolitan Electric Supply Company, the *Morning Post*, the Gaiety Theatre and Restaurant, Short's and Carr's Restaurant, and voluntarily undertook to settle other claims on the basis of re-instatement. The new sites occupied about 5 acres, leaving rather more than 10 acres available for disposal in the ordinary way. The average width adopted for the Strand was about 130 feet, Kingsway and Aldwych were made 100 feet wide, Southampton-row 80 feet, and the majority of the side streets 60 feet. The total length of the new or widened streets was about $\frac{3}{4}$ -mile.

Westminster
improve-
ment.

Another important scheme is that known as the Westminster improvement, which includes the construction of a new street 70 feet wide in place of Millbank, the continuation to Lambeth-bridge of the existing embankment at the Victoria Tower-gardens, the laying out as a garden of the land between Millbank and the river, and the reconstruction of the area surrounding Smith-square. The improvement arose out of proposals made to Parliament by a syndicate in 1898, to deal with approximately the same area as a building speculation. This scheme, which contemplated the erection of houses along the river, aroused much opposition and was rejected owing in great measure to the Council's action. The Council obtained in 1900 authority to execute the improvement. Some time elapsed before the Westminster City Council, constituted under the London Government Act, 1899, could agree to make the contribution of £100,000 required by the Council as a condition of its proceeding with the improvement. Difficulties in connection with the re-instatement of the buildings of the London Hydraulic Power Company and the Westminster Electric Supply Corporation, which necessitated another application to Parliament, led to further delay, so that the improvement has not yet

been completed. The gross cost is estimated at £1,321,750, the value of the surplus land at £735,750, and the net cost therefore at £586,000.

Certain important thoroughfares, which it would cost too much to widen as a whole, are being widened, as, and when, favourable opportunities occur. The chief instances are Piccadilly and the Strand. The widenings of Piccadilly at Hyde Park-corner, between Arlington-street and the Green-park, and to the west of St. James'-street have been completed; terms have been agreed for the freehold of the property needed for the widenings between St. James'-street and Duke-street and between Sackville-street and the Circus, and sections of these widenings have been completed. By the completion of the remaining sections, practically the whole of the road from the Circus to the Green-park will be widened to 80 feet. The total net cost is estimated at £363,550. The widening of the Strand at Holywell-street in connection with the construction of Kingsway and Aldwych has already been mentioned. In addition, the Council widened the road at the Hotel Cecil and to the east of Wellington-street, and contributed £70,000 towards the cost (£96,500) of widenings at the Savoy Hotel, executed by the Westminster City Council. The total net cost was about £700,000. A considerable part of the road even now remains to be widened, but no estimate of the cost of doing this is available.

The execution of improvements in connection with the reconstruction or extension of the tramways made it necessary for the Council to determine what part of the cost of such works should be allocated to the tramways account. The Council considered each case on its merits, and in many cases required a contribution of one-third of the cost from the local authority and charged one-third to the account of the improvement and one-third to the tramways account. It was felt that this arrangement was somewhat empirical, and, after considering the whole question, the Council on 20th November, 1906, decided that, according to the circumstances of each case, either the whole, or one-eighth, or no part of the cost of improvements along tramway routes should be charged to the tramways account. The Council again reconsidered the question and on 13th July, 1909, laid down the following principles:—(i.) the cost of a street widening entirely necessitated by the construction of a new tramway, or the doubling of a single line of tramway shall be charged to the tramways account; (ii.) when a widening is partly necessitated by the construction of a new tramway or the doubling of a single line of tramway, the cost of such widening, or such balance as is not contributed by a metropolitan borough council, shall be allocated to the tramways account and the account of the improvement respectively, in such proportion as shall be fixed, regard being had to the benefit accruing to the tramway traffic and to the general traffic respectively, provided that the consideration whether a tramway is likely to result in financial loss or gain shall not be a determining factor in deciding whether any or what proportion of cost of a street widening consequent on the construction of the tramway shall be debited to the account of the improvement; (iii.) in cases not covered by (i.) metropolitan borough councils shall be asked to contribute; (iv.) no charge to the tramway accounts will be made in respect of street widenings

Improve-
ments.
connected
with tram-
ways.

on the routes of tramways electrically worked where double lines already exist, provided that there is a margin of at least 9 ft. 6 in. between the outer rail and the kerb, and that there is a sufficient radius; (v.) when powers are obtained for new tramways along thoroughfares which have been widened for the purposes of general traffic and the width is sufficient for a double line of tramway, no charge shall be made to the tramways account provided that the improvement has been completed for more than five years, but that if the period is less than five years the question of allocating any part of the cost to the tramways account shall be decided by the Council; and (vi.) when improvements have been undertaken in connection with tramway schemes, but powers for the construction of the tramways have not been obtained, no charge shall be made to the tramways account until such time as powers to make a tramway shall be obtained.

Cost of
improve-
ments.

The net cost of all the improvements executed by the Council up to 31st March, 1913, was about $7\frac{1}{2}$ millions sterling, and the net cost of the improvements then in hand was estimated at rather more than two millions, making a total of nearly ten millions. The Council has also agreed to contribute towards the cost of improvements executed by local authorities, as follows:—

City or Metropolitan Borough.	Estimated cost of minor or local improvements.	Council's promised contributions.
	£	£
City of London	2,010,239	934,248
Battersea	95,081	61,898
Bermondsey	6,252	3,025
Bethnal-green	442	215
Camberwell	1,517	384
Chelsea	29,862	18,269
Deptford	1,304	716
Finsbury	14,518	8,308
Fulham	36,350	14,681
Greenwich	7,580	3,205
Hackney	11,301	4,208
Hammersmith	225,785	132,493
Hampstead	7,718	4,375
Holborn	7,380	2,940
Islington	17,366	8,609
Kensington	49,199	18,867
Lambeth	4,875	4,650
Lewisham	7,703	5,041
Paddington	25,050	7,263
Poplar	17,356	10,055
St. Marylebone	5,993	2,000
St. Pancras	32,830	19,757
Shoreditch	27,061	16,154
Southwark	18,533	8,031
Stepney	51,350	23,012
Stoke Newington	30,796	14,834
Wandsworth	171,161	93,443
Westminster	342,858	140,184
Woolwich	29,753	17,066
Totals	3,287,413	1,577,931

From very early times the provision and maintenance of bridges have been matters of great importance; indeed, the maintenance of bridges was part of that *trinoda necessitas*,* to which, by ancient law, every man's estate was subject. Their construction was sometimes undertaken by individuals as an act of charity; more generally, the work was the result of a distraint or levy, and a provision† of *Magna Carta* was directed against an undue extension of this obligation.

By the celebrated Statute of Bridges of 1530, justices were authorised, after due enquiry, to order the repair of bridges "broken in the highways, to the damage of the king's liege people," such repairs, in the absence of proof to the contrary, being carried out by the inhabitants of the shire, riding, city or town wherein the bridge happened to be. The Act also required the roads at the ends of the bridges to be maintained for a distance of 300 feet, but the Highway Act, 1835, remitted this obligation in respect of bridges recognised as county bridges after that date.

The County Bridges Act, 1740, and further Acts in 1803 and 1814, authorised the repair or improvement of county bridges, the reconstruction of such bridges within a distance of 200 yards of the existing bridge and the acquisition, even compulsorily, of property, not exceeding one acre in area, needed for any of these purposes. An Act (33 and 34 Vict., c. 74) of 1870 provided that if a turnpike road became an ordinary highway, any bridge previously repaired by the turnpike trustees should be regarded as a county bridge built after the Act of 1835 mentioned above.

By the Local Government Act, 1888, the administrative business of the justices in quarter sessions relating to bridges and roads repairable therewith was transferred to the Council. These bridges were:—Beckenham-lane, Blackhorse (Deptford), Brockley (or Ladywell), Catford, Deptford, Eltham-green, Lee (Lewisham), Lee-green, Lee-road, Lewisham, Mill (Bromley-road), Plough (Lewisham-road), and Pool (Southend-lane) bridges, wholly within the County, and Beverley (Kingston-vale), Barking-road, Bow, Hermitage (Streatham), Lea, Lower Tooting, Priest's (Upper Richmond-road) and Roe (Mitcham-lane) bridges, partly within the County. The Council has since recognised as county bridges the bridge carrying Seven Sisters-road over the New River and that carrying High-street, Wandsworth over the river Wandle. Section 36 (ii.) of the London County Council (Improvements) Act, 1894 requires that Highgate Archway shall be maintained and repaired as a county bridge. Most of these bridges are small and situated on or near the county boundary. The Council carries out special works relating to the structures, but it has been found more convenient, as well as more economical, for the care of the roads over them to be undertaken by the metropolitan borough councils, the Council paying for the work performed.

* The duties under this head were: (i.) service against the enemy; (ii.) construction of fortifications; (iii.) repair of bridges.

† "No town or freeman shall be distrained to make bridges at streams, but such as of old time and of right ought to make them."

Bridges over
Thames, etc.

In addition to those county bridges, the control of which was transferred to the Council from the justices, there were several bridges over the Thames and one over Deptford Creek which came under the control of the Council as the successor of the Metropolitan Board of Works. With the exception of Westminster-bridge and Chelsea (or Victoria) bridge, which were constructed and maintained by the Government, all these bridges were originally constructed and maintained by private companies. Westminster-bridge was free, but in respect of the others tolls had to be paid, even by persons on foot. The obligation of making these payments caused great dissatisfaction and, in the case of the working classes, considerable hardship, so that between 1836 and 1876 no fewer than six Select Committees of the House of Commons were appointed to report upon the question. Finally, in 1877, the Metropolitan Toll Bridges Act authorised the purchase and maintenance of the toll bridges, including Deptford Creek-bridge, by the Metropolitan Board of Works. The Board's powers were exercised, and the bridges opened to the public without toll, on different occasions in 1879 and 1880, many of the opening ceremonies being performed by the Prince and Princess of Wales (afterwards King Edward VII. and Queen Alexandra). Details are given in the following table:—

Name.	Date of construction.	Cost.	Price paid by Metropolitan Board.
		£	£
Albert	1873	200,000	} 170,000
Battersea	1772	Not known	
Charing-cross foot-bridge ...	1849-1859	do.	98,540 (a)
Chelsea (or Victoria)	1858	106,000	75,000
Deptford-creek	1815	Not known	44,800
Hammersmith	1827	85,000	112,000
Lambeth	1862	50,000	35,974
Putney (or Fulham)	1729	23,084	58,000
Vauxhall	1816	296,998	255,000
Wandsworth	1873	150,000	53,311
Waterloo	1817	937,392	474,200
Total	—	—	£1,376,825

(a) The whole of the structure of which the foot-bridge forms part, belonged, and still belongs, to a railway company (now the South Eastern and Chatham Railway Company) who are required by the Act of 1877 to "keep their bridge in substantial repair, suitable and open to the public at all times for every description of foot traffic." The sum mentioned is the compensation paid to the company for the abolition of tolls.

Westminster-bridge, which had been constructed by the Government at a cost of about £400,000, and opened in 1862 on the site of an earlier structure completed in 1750, was transferred to the Metropolitan Board in 1887. This had been free from tolls, since at least the early part of the nineteenth century.

All the bridges were constructed of iron except Waterloo-bridge, which was of granite, and Battersea-bridge and Putney-bridge, which were of wood. When they had been taken over by the Board, considerable additional expense had to be incurred either in improving the structures

or in erecting new bridges more suited to the requirements of the road and river traffic. Thus Chelsea-bridge was strengthened (1880) at a cost of £11,000, the central span of Vauxhall-bridge was enlarged (1881) at a cost of £40,000, Deptford Creek-bridge was widened (1881) at a cost of £10,410, the foundations of Waterloo-bridge were repaired (1882-4) at a cost of £62,705, and Albert-bridge was repaired (1884) at a cost of £25,367. New bridges were provided at Hammersmith (1883-7), at Putney (1884-6), and at Battersea (1885-90), the net cost being respectively about £88,500, £370,000 and £365,000. Of these Putney-bridge was constructed of granite and the two others of iron.

The condition of Vauxhall-bridge had for many years been unsatisfactory and, as far back as 1881, the Metropolitan Board obtained authority to reconstruct it; these powers, however, were allowed to lapse. In 1895 powers were obtained by the Council and were at once exercised. A temporary bridge was completed in August, 1898, at a cost of £43,249. The old bridge was then demolished and the piers and abutments of the new bridge up to 9 feet above ordnance datum were constructed by November, 1903. The superstructure was completed in May, 1906. The total net cost was £467,237, of which £316,580 related to the construction of the new bridge.

Soon after Lambeth-bridge was acquired by the Metropolitan Board its condition was found to be very unsatisfactory. Temporary repairs, which cost £2,984 were executed in accordance with advice given by Sir Benjamin Baker in 1887, and in 1892 it was proposed that both Vauxhall and Lambeth-bridges should be re-built, but preference was given to the former work. Further proposals, with which however, the Council did not agree, were made in 1903, 1904 and 1910, for obtaining parliamentary authority for rebuilding the bridge. In May, 1905, the Council restricted to 2½ tons the weight of any vehicle and load using the bridge, and all traffic was required to proceed at a walking pace, and in June, 1910, the bridge was closed to all vehicular traffic. Finally, in 1912, and again in 1913, the Council applied to Parliament for authority to reconstruct the bridge as a steel arch bridge, 48 feet wide, at an estimated cost of £240,000, but both bills were rejected in the House of Commons.

A staff of 15 men is engaged on sweeping and attending to the Thames bridges. The removal of slop and the cleansing, watering and ballasting is done either by the Council or by the metropolitan borough councils or by contract. The gross cost of maintaining these and the other bridges controlled by the Council, has been as follows :—

Year.							Cost.
							£
March, 1889, to March, 1899 (ten years) ...	...	...	...	...	...	...	118,767
April, 1899, to March, 1909 (do.) ...	...	...	...	...	...	...	141,701
1909-10 ...	...	...	...	...	...	...	11,395
1910-11 ...	...	...	...	...	...	...	11,140
1911-12 ...	...	...	...	...	...	...	11,438
1912-13 ...	...	...	...	...	...	...	16,371
Total ...	...	...	...	...	...	...	310,812

Ordinary
bridges.

For the purpose of the ordinary traffic, the Council has widened some thirty-five bridges, and has reconstructed about the same number in connection with the development of its tramways. In fourteen of these latter cases, advantage was taken of the alterations to widen the structures, the widenings, in most instances, being of advantage both to the ordinary and to the tramway traffic. The most important improvements relating to bridges have already been referred to in this chapter in connection with street improvements.

Railway
bridges.

The condition of railway bridges in London has been the cause of much complaint, and in 1894 a return was prepared showing the condition of every such bridge in the County. In 1903 a similar return was issued, setting forth the condition of the 639 bridges carrying railways over roads, and of the 376 bridges carrying roads over railways.* This return showed that the condition of many was extremely bad, namely (a), bridges defective but not dangerous, and (b) bridges dangerous or inconvenient owing to the original height or span having proved insufficient for present requirements. Under section 65 of the Railway Clauses Act, 1845, steps to compel a company to remedy the defects may be taken in the former case before a court of summary jurisdiction. No such general power exists for dealing with the second class; any alterations which may be considered necessary can be effected, as a rule, only with the consent of the company, and the whole cost is usually borne by the Council and the metropolitan borough councils.

Companies, when obtaining powers to construct new lines involving the erection or alteration of bridges in the County, are required to submit plans to the Council for approval, and, in order to prevent the recurrence of any of these difficulties, the plans are examined in order to ascertain whether the bridges will be constructed in a proper manner, and will have sufficient width and headway for traffic. The Council is now usually empowered by the companies' Acts to make reasonable requirements to secure adequate width, the prevention of leakage on to the public way, the use of glazed bricks, and the deadening of sound. All bridges in course of construction are inspected frequently, and their condition and progress reported upon by the Council's chief engineer. During the year ended 31st March, 1913, plans of construction or re-construction were approved in six cases.

Thames
tunnels and
ferry.

Blackwall-tunnel, which runs beneath the Thames from Blackwall to East Greenwich, was constructed by the Council under powers conferred by the Thames-tunnel (Blackwall) Acts, 1887 and 1888. The work was begun in 1892 and the tunnel was opened on 22nd May, 1897. The tunnel, including the approaches, is nearly $1\frac{1}{4}$ miles long, is 27 feet in external diameter, has a carriageway 16 feet wide with a headway varying from 17 feet $7\frac{1}{2}$ inches to 14 feet 6 inches, and two footways each 3 feet $1\frac{1}{2}$ inches wide. Access is obtained from open approaches, and in two of the four shafts there are stairways. The cost was about £1,406,000, the chief items being works £870,000, acquisition of property £355,000, and provision of sites for re-housing £83,000. Until 1912 the

* The numbers are now 641 and 410, respectively.

tunnel was lighted by electricity supplied from a generating station erected by the Council at Poplar, but in that year the use of the generating station was discontinued, and arrangements were made for the supply of current by the Poplar Metropolitan Borough Council and the South Metropolitan Electric Light and Power Company. The staff, under the direction of the Council's chief engineer, consists of a superintendent and 23 other persons. The average cost of maintenance was about £7,000 a year; under the new conditions, the cost is estimated at £5,100.

Thames
tunnels and
ferry.

Greenwich-tunnel, for pedestrians only, was constructed under the Thames-tunnel (Greenwich and Millwall) Act, 1897, and was opened on 4th August, 1902. The tunnel is 1,217 feet long and 12 feet 9 inches in external diameter, with a footway of 9 feet, and a headway varying from 9 feet 4½ inches to 7 feet 6 inches. Entrance is provided by two shafts, 32 feet 8 inches in diameter, in which are fitted electric lifts. These lifts begin working at 5 a.m. (Sundays at 9 a.m.) and continue until 11 p.m. and carry on an average 13 passengers on each journey. The cost was about £180,000, the chief items being, works £121,000, and acquisition of property, compensation, etc., £58,000. Current for power and lighting is obtained from the London Electric Supply Corporation. To afford direct access from the tunnel to the North Greenwich Railway station and the district on the west side of the railway, a subway has been constructed under the railway line. The staff consists of 18 persons. The average cost of maintenance is about £3,200 a year.

The construction of Rotherhithe-tunnel, between Rotherhithe and Shadwell, was authorised by the Thames Tunnel (Rotherhithe and Ratcliff) Act, 1900. An expenditure of £2,198,250 was authorised by the Act. The revised estimate of the gross cost amounted to £1,716,325 and of the net cost to £1,679,325. The tunnel, which was opened on 12th June, 1908, connects Commercial-road East with Lower-road, Rotherhithe, and is 1½ miles long, including the approaches. The other dimensions are as follows—external diameter, 30 feet; internal finished diameter, 27 feet; width of carriageway, 16 feet; width of footways, 4 feet 8½ inches each; headway at centre, 18 feet 6 inches; headway at channels, 15 feet 7 inches. The external diameter is 3 feet greater than that of Blackwall-tunnel, and the other dimensions are correspondingly increased. The four shafts are situated on the site of Dodds-place, Rotherhithe, on the river frontage near the entrance to the Surrey Commercial Docks, on the upstream side of Shadwell Fish Market, and in Broad-street, Ratcliff. The staff consists of 23 persons, including the superintendent. The average cost of maintenance is about £3,800 a year.

The provision of a free ferry at Woolwich was authorised by the Metropolitan Board of Works (Various Powers) Act, 1885, and the ferry was opened in March, 1889. The cost was about £192,000, of which the three ferry boats cost £45,077, the acquisition of property, compensation, etc., £67,081, and works of construction £75,907. Each boat is licensed to carry 1,000 passengers and from 15 to 20 vehicles. The minimum service required by the Act practically amounted to a 20-minute service

Thames
tunnels and
ferry.

on week-days and a half-hourly service on Sundays, the service being suspended during the early mornings. As the result of extensions from time to time a 10-minute service was provided on week-days between 6 a.m. and 7 p.m. and a 20-minute or 30-minute service at all other times, including Sundays, except between midnight on Saturday and 8 a.m. on Sunday.

The ferry was the only free means of crossing the river in the neighbourhood, Blackwall-tunnel, the nearest alternative, being three miles to the west. In bad weather and during the prevalence of fog, the service has at times to be suspended, the total of such stoppages averaging about 100 hours a year. The stoppages usually occur during the early morning, and serious hardship is thus inflicted on a large number of persons of the working class. The service is also rendered somewhat irregular by shipping passing up and down the river. The Council accordingly obtained authority in the Thames Tunnel (North and South Woolwich) Act, 1909, to construct, under the ferry, a footway tunnel about 500 yards long and 12 feet 8 inches in external diameter. The accepted tender amounted to £78,860, but, when the work had just been begun, the Council, in order to meet the wishes of the Port of London Authority, agreed in March, 1910, to lower the tunnel three feet at a cost of £1,500, so as to enable the river overhead to be dredged to a depth of 33 feet. The tunnel was opened in October, 1912. The scheme adopted provided for stairways at each end, but allowed the addition of lifts at a future date. The Woolwich Metropolitan Borough Council, however, urged that, having regard to the large number of steps (129 on the north and 102 on the south side), leading to the tunnel, lifts should be provided at once. The matter was carefully considered, particularly in its relation to the ferry service, and the Council, at a cost of about £5,000, installed a lift at each end of the tunnel, each lift being capable of carrying 40 persons.

The tunnel, except when closed for repairs, is open for traffic at all times, and the lifts are available from 5 a.m. to 11 p.m., and when the ferry is suspended during foggy weather. The traffic requirements are accordingly met by a reduced ferry service as follows:—Weekdays, 5 a.m. to 9 a.m., 20-minute service, 9 a.m. to 6 p.m. 10-minute service, 6 p.m. to midnight 20-minute service; Sundays, 8 a.m. to midnight 20-minute service.

The staff consists of 11 persons. Current for lighting and power is obtained from the Woolwich Metropolitan Borough Council. The average cost of maintaining the full ferry service was about £21,150 a year. The total cost of maintaining the tunnel and the amended ferry service is estimated, in round figures, at £21,530.

Separate by-laws have been made for the ferry and each tunnel, the by-laws relating to Blackwall and Rotherhithe-tunnels containing special provisions with regard to the speed of motor vehicles.*

* Nos. 1403, 1400-2 and 1538, price 1d. each.

The following is a statement of the number of passengers and vehicles using the tunnels and ferry in recent years :—

Thames
tunnels and
ferry.

BLACKWALL TUNNEL.			ROTHERHITHE TUNNEL.		GREENWICH TUNNEL.
Year.	Passengers.	Vehicles.	Passengers.	Vehicles.	Passengers
1898	4,155,890	335,425			
1902	4,599,395	820,449			
1905	3,741,542	924,399			4,408,105
1906	4,086,460	983,075			4,722,552
1907	3,736,818	984,978			4,326,969
1908	3,278,262	827,160			3,986,472
1909	3,599,769	933,116	2,389,552	946,398	4,661,800
1910	3,503,166	836,736	2,289,820	841,542	5,172,206
1911	3,756,658	808,553	2,276,276	896,629	5,309,669
1912	3,114,600	736,500	2,256,800	973,300	5,763,700

WOOLWICH FERRY.

Year.	Passengers.	Vehicles.
1890	4,470,354	192,830
1895	4,280,969	337,420
1900	5,319,070	437,961
1905	5,428,358	564,043
1909	7,802,739	776,057
1910	7,885,136	794,448
1911	8,756,592	875,512
1912	7,820,000	855,700

The provision of travelling facilities at a low rate is a factor of great importance in the solution of the housing problem, but until 1883 no general action had been taken to compel railway companies to run cheap trains at times convenient to the bulk of the working class. Any facilities which then existed for cheap travelling had either been provided voluntarily by the railway companies or were the result of special provisions inserted in particular railway bills. In that year, however, was passed the Cheap Trains Act, which imposes upon the companies the obligation to provide sufficient trains for workmen going to and from their work, at such fares and at such times between 6 p.m. and 8 a.m. as appear to the Board of Trade reasonable. The Act remits passenger duties on all fares not exceeding the rate of 1d. a mile, and reduces, on certain conditions, the duty on all fares at a higher rate. If the Board of Trade has reason to believe that a company are not fulfilling their obligations in this respect the Board may hold an inquiry or report the matter to the Railway Commissioners for the purpose,

Workmen's
trains.

and either the Board or the Commissioners may order the company to provide such accommodation or workmen's trains at such fares as may appear to be reasonable. Failure to comply with such an order involves the company in the loss of the remission of passenger duty. At an early date the Council made an exhaustive inquiry into the services provided by the various railway companies, and at the suggestion of the Board of Trade this was followed by an informal conference with the managers of the companies. Later, in 1893, the Board convened a conference between representatives of the Council and of all the railway companies in London, at which the Council made the following proposals :—(i.) All 3rd-class trains arriving at London termini up to 8 a.m. to be workmen's trains ; (ii.) all 3rd-class trains starting from London termini up to 7.30 a.m. to be workmen's trains ; (iii.) a uniform scale of workmen's fares to be adopted ; (iv.) workmen's tickets to be daily ones ; (v.) workmen's tickets to be available in superior class carriages when the 3rd-class accommodation is insufficient ; (vi.) workmen's tickets to be available for return by any train carrying 3rd-class passengers ; (vii.) workmen's trains and fares to be properly advertised at the stations and in the time-tables ; and (viii.) quarterly or monthly 3rd-class season tickets to be issued. The companies agreed to items (iv.) and (vii.), and as regards (vi.) agreed that workmen's tickets should be available for return by any train after noon, the companies having the right to except certain trains. The concessions were regarded by the Council as inadequate.

Efforts to arrive at an agreement with the companies having proved fruitless, the Council attempted to secure the insertion in railway bills of clauses requiring companies to provide a sufficient number of cheap trains. These attempts in the case of bills relating to lines already in existence were not very successful, but in the case of new railways, such as the tube railways, and on the occasion, in 1899, of the working union of the South-Eastern and London, Chatham and Dover systems, the results were much more satisfactory, and clauses, for the most part in the form submitted by the Council, were inserted in the companies' bills. The Council also supported the Cheap Trains Bill in 1895, and, when this failed, endeavoured, without success, to obtain a parliamentary inquiry into the subject. In 1899 it prepared a bill for the amendment of the Cheap Trains Act, but, as any procedure with this object had to be by public bill, it was found hopeless to proceed.

Up to 1899 it had not been clear how far the Council could take part in applications under the Cheap Trains Act for additional facilities for workmen. Early in that year the Council asked the Board of Trade to be allowed to take part in all inquiries affecting London. The Board of Trade gave the necessary permission so far as it was concerned, and the Railway Commissioners also assented, but reserved the right to decide the Council's position in each case. The Council has repeatedly availed itself of these rights to press for improved services or cheaper fares, and much has also been accomplished by negotiation with the companies. There are now services of workmen's trains on every railway

in London, and the progress made is illustrated by the figures in this table:—

Workmen's
trains.

Year.	Number of work- men's trains daily.	Number of miles travelled by trains daily.
1890	257	1,806
1894	395	2,679
1897	466	3,247
1899	608	4,360
1902	767	5,808
1905	893	6,788
1906	1,167	8,609
1908	1,474	10,506
1910	1,630	11,480
1911	1,731	12,150
1912	1,736	12,318

Although many reductions in fares, averaging 20 to 25 per cent., have been secured, these have not corresponded with the expansion in the train services. This is partly due to the greater difficulties attending reductions of fares, for, beyond the fact that workmen's fares are less than the ordinary third-class fares, there is no definition of what is a workmen's fare. There is great inequality between the rates charged on different railways, and this demands, and is receiving, attention.

A Select Committee of the House of Commons was appointed in 1903, and re-appointed in 1904 and 1905, to consider the working and administration of the Cheap Trains Act. The Council submitted various proposals for the amendment of the Act, and several of these were embodied in whole or in part in the Committee's recommendations. The Committee also recommended, as concessions to the companies, that all districts within a radius of 20 miles of London where an adequate service was provided, should be regarded as urban for the purpose of remission of duty, and that railway companies, instead of being required to re-house within a mile of displacement, should be allowed to re-house in the suburbs and to convey the workmen by cheap trains. The Council urged the Government to promote legislation on these lines, but nothing has yet been done in this direction.

The Council, as the tramway authority for London, has been able to provide workmen with facilities for travelling cheaply. The Acts of the tramway companies in north London provided that workmen's cars, at fares to be fixed by the Board of Trade, should be run at such hours, before seven in the morning or after six in the evening, as each company might think convenient. When the Council, in 1897, acquired these tramways and leased them to the North Metropolitan Tramways Company, the lease provided that the company should "run a sufficient number of carriages upon all or any one of the tramways between the hours of three and eight in the morning at fares not exceeding 1d. for a single journey, and at return fares not exceeding 2d."

Workmen's
tramcars.

Workmen's
tramcars.

When the Council began to work the South London tramways in 1899, it adopted a similar basis for the service of workmen's cars. Further, the cars on some important routes were run throughout the night, and in addition passengers by workmen's cars had the advantage of the $\frac{1}{2}$ d. fares which the Council instituted. Since 1st January, 1901, the services of workmen's cars have continued until 8 a.m. The fares by workmen's cars within the County, both on the northern and southern sections of the system, are, with few exceptions, 1d. for a single journey for any distance beyond the usual $\frac{1}{2}$ d. stages and 2d. for two-journey tickets, available for another journey on any route, on any car, at any time, on day of issue. Workmen's tickets are issued on cars which arrive at, or depart from London termini up to 8 a.m.

The number of car miles run in recent years on the Council's tramways at workmen's fares, and the number of passengers on these cars are given in the following table :—

Year.				Car miles.	Number of Passengers.
1906-7	...	...	...	2,200,090	19,528,799
1907-8	...	...	...	3,408,985	27,977,412
1908-9	...	...	...	3,948,168	32,083,034
1909-10	...	...	...	4,450,142	36,354,226
1910-11	...	...	...	5,169,237	42,380,597
1911-12	...	...	...	5,439,026	47,571,105
1912-13	...	...	...	5,822,713	49,695,801

Railways
and railway
stations

The Council, as the central authority for dealing with traffic questions in London, has considerable powers with regard to the travelling facilities given by railway companies. By section 7 of the Railway and Canal Traffic Act, 1888, it is empowered to make representations to the Railway and Canal Commissioners. Inadequate travelling facilities, arrangements at stations, and suitability of stations can thus form the subject of representations.

The Council has obtained in many recent Acts of Parliament authorising the construction of new, or alterations and extensions of existing, stations in London, power to supervise the arrangements for passengers entering and leaving the stations, so as to secure the least inconvenience to the public traffic in adjoining streets. Action taken by the Council with regard to arrangements and suitability of railway stations, which do not directly relate to traffic, but are of a public protective nature, are referred to on p. 197.

During the early period of the Council's history, complaints as to inadequate travelling facilities and bad arrangements at railway stations, were often received and the Council managed to secure improvements at a number of stations in South London.

The Council, in 1893, instituted an inquiry into the question of transit facilities afforded by railway, omnibus, tramcar and steamboat. The facilities given by railway companies, as well as the

cost of constructing railways in London, the best routes and cheap fares, were specially reported upon. It is interesting to note that at that time the Public Health and Housing Committee were of opinion that the railways were the chief means for relieving London from overcrowding, the tramcar and omnibus, which now occupy such a prominent position, being regarded as incidental to the railways. There has been no urgent necessity for the Council since that time to give much attention to the railway question (apart from workmen's trains and tube railways) or to take action under the Act of 1888.

With regard to the tube railways, important questions arose when a large number of Bills dealing with underground or tube railways was introduced in the session of 1900. A Joint Committee of Parliament was appointed, and the Council gave evidence with the object of securing that the schemes should be of such a character as to form part of a complete scheme of railway communication for London, with special reference to the housing of persons of the working classes and the development of vacant land.

The provision of third-class season tickets by railway companies also formed the subject of an inquiry by the Council in 1901, and certain reforms in the charges and methods of issue were suggested to the companies and the collected information placed before the Board of Trade.

In connection with the provision of traffic facilities the Council has taken steps for the removal of posts, barriers and other obstructions which prevented ready communication. The necessary general authority to do so was conferred by the London Streets (Removal of Gates) Acts, 1890 and 1893; the number of obstructions dealt with was 57, and the cost amounted to £12,381. No action has been necessary during recent years. The Council also obtained special powers to deal with certain obstructions. Section 199 of the London Building Act, 1894, empowered the Council to demolish or to remove any post, rail, fence, bar, obstruction or encroachment unlawfully erected or placed in, upon, over, or under any street not within the City of London, and to recover the expenses from the offender. These powers were, by the London Government Act, 1899, transferred to the metropolitan borough councils.

Railways
and railway
stations

Street
obstructions.

CHAPTER XIII.

Regulative Services.

Construction
of buildings
and streets.
Early
history.

The beginnings of a body of law dealing with the construction of buildings in London may perhaps be found in Fitz-Ailwin's First Assize of Buildings, drawn up in 1189 A.D. with a view to encouraging (though not compelling) citizens to build with stone rather than with wood. Its provisions related almost exclusively to party walls, and no mention was made of the materials to be employed in the remainder of the building, an omission to some extent remedied in Fitz-Ailwin's Second Assize (1212 A.D.) which contained a requirement that all new houses were not to be roofed with reeds, rushes, straw or stubble, but only with tiles, shingles, boards or lead.*

From that time the supervision of buildings does not seem to have made much progress until the reign of James I. In a proclamation issued by that King in 1604 he forbade the erection of any new house in the City of London, or within one mile thereof, "except all the utter wals and windowes thereof, and the forefront of the same be wholly made of bricke, or bricke and stone." Also the forefront of the new building was to be of a prescribed uniform "order and forme" according to the street in which it was situated.

Other similar proclamations were issued in 1607 and 1608. None of them, however, appears to have had much effect, and in 1615, irritated at the little success which had attended his efforts, the King issued a further proclamation in which he announced his intention "now and hereafter, to leave words, and to act and execute Our Princely ordinances on that behalfe, and not to make discourse or recitall of them." The provisions of the former proclamations were confirmed, and the hope was expressed that "as it was said by the first emperor of Rome, that he had found the city of Rome of bricke, and left it of marble, so that Wee whom God hath honoured to be the first king of Great Britaine, mought bee able to say in some proportion, that Wee had found Our citie and suburbs of London of stickes, and left them of bricke, being a materiall farre more durable, safe from fire, beautifull and magnificent."

Five years later a proclamation of a much more comprehensive character was issued. The district affected was extended to five miles from the City gates. Not only was the requirement to build in brick or stone repeated, but minute regulations were laid down as to number and height of storeys, building materials, thickness of walls, size of windows, and a number of other details, and it was provided that all walls should be built straight upwards without "jutties, or jutting or cant windowes." Edicts of similar purport, but applying only to a distance of three miles from the City gates or the Palace of Westminster, were issued by Charles I. in 1625 and 1630.

In 1656 the question was for the first time dealt with by the legislature, the Commonwealth Parliament in that year including in their

* The text of the First Assize is contained in the *Liber de Antiquis Legibus* and the *Liber Albus*; that of the second in the *Liber Custumarum*.

Act "for the preventing of the multiplicity of buildings in and about the suburbs of London and within ten miles thereof," provisions dealing with the use of stone and brick, and the building of walls straight up. The Act, however, was not acknowledged to be of any validity after the Restoration, and consequently the honour of being the first effective statute on the subject must be accorded to the Act 19 Charles II., c. 3 (1667) "for rebuilding the City of London" after the great fire. Its principal provisions, which of course applied only to the City, were so far as related to the construction of houses as follows:—

(1) "In regard the building with brick is not only more comely and durable, but also more safe against future perils of fire," the exterior of all buildings in and about the City was thenceforth to be of brick or stone, or both; (2) buildings were divided into four classes, according to the nature of the streets on which they fronted, and rules were laid down as to the number and height of storeys, thickness of walls, etc., to be observed in connection with each class; (3) special provisions were made for party walls; (4) in order to see that the various provisions of the Act in regard to building were observed, the City Corporation was to "nominate and appoint one or more discreet and intelligent person or persons in the art of building to be the surveyors or supervisors." From these "surveyors or supervisors" the present district surveyors claim to be officially descended.

Building outside the City was still not subject to supervision, and forty years elapsed before the passing of a statutory requirement that new houses outside London were to have walls of brick or stone and of a specified thickness (6 Anne, c. 31, 1707). The Act applied to London, Westminster and the parishes comprised within the Bills of Mortality. Since 1707 a large number of Acts has been passed dealing, in increasing detail, with the supervision of the construction of buildings and streets. In 1724 (11 Geo. I., c. 28) the area of application was extended by the inclusion of St. Marylebone, Paddington, Chelsea and St. Pancras; and in 1844 (7 and 8 Vict., c. 84) was further enlarged to what afterwards became the area of the Metropolitan Board of Works.

District surveyors were appointed in 1774 (14 Geo. III., c. 78). A "dangerous structures" section first emerges with respect to the City in 1760 (33 Geo. II., c. 30).

In 1855 the Metropolitan Building Act gave the newly constituted Metropolitan Board of Works the control, through the superintending architect of metropolitan buildings, of building in London, and the appointment of the district surveyors was placed in the Board's hands. The Metropolis Local Management Act of the same year also conferred on the Board powers with regard to the regulation of building lines, naming of streets and numbering of houses.* In 1862 (25 and 26 Vict., c. 102) the Board obtained control over the formation of streets; in 1869 (32 and 33 Vict., c. 82) the duties in connection with dangerous structures,† formerly

* For the history of the means taken, by numbers or otherwise, to identify particular houses, see the introduction to *List of Streets and Places within the Administrative County of London*. (No. 1511.) Price 10s. 6d.

† See p. 181.

Construction
of buildings
and streets.
Statutory
powers.

carried out by the police, were transferred to the Board; and in 1878 (41 and 42 Vict., c. 32) and 1882 (45 Vict., c. 14) the Board acquired further powers with regard to new streets, foundations of buildings, new buildings projecting beyond the general line, temporary iron or wooden structures, neglected structures, and other matters.

In 1889 the Council succeeded to all the Board's powers, and at once took in hand the question of consolidating the many enactments relating to the control of buildings, etc., in London. As a result, in 1894 the London Building Act amended and consolidated the law relating to streets and buildings in London, and conferred on the Council further powers of control. Since then the building law has been further altered, and its scope extended.

The London Building Act, 1894 (Amendment) Act, 1898, amended a few sections of the Act of 1894. Part III. of the London County Council (General Powers) Act, 1908, repealed sections 75, 76 and 77 of the Act of 1894, so as to give the Council discretion to allow buildings to be erected of such cubical extent as might be reasonable, and laid down rules with regard to the size of openings in party walls, the provision of fire-resisting doors and the uniting of buildings. Part IV. of the London County Council (General Powers) Act, 1909, dealt with and facilitated the use of skeleton steel and reinforced concrete construction, which were not contemplated in the Act of 1894. Under section 23 the Council was empowered to make regulations with regard to the construction of buildings of the latter type. Regulations were accordingly prepared and in November, 1911, were sent to the Local Government Board for approval, but were returned to the Council for further consideration.*

The Council is in most cases the authority for administering the Acts. Questions relating to dangerous structures in the City of London are, however, dealt with by the City Corporation, and a few minor provisions relating principally to sky signs and wooden structures are administered by the Corporation and the metropolitan borough councils.

The Council's supervision over the construction or structural condition of special classes of buildings is dealt with in Chapter IX.

With the exception of a few buildings which are partially or wholly exempted from the provisions of the Acts, all new buildings must be erected, and all alterations to old buildings carried out, in accordance with the rules and provisions of the Acts, except in so far as the consent of the Council is obtained. No application need be made for the Council's consent in respect of buildings erected in conformity with the provisions of the Act of 1894, unless (i.) the land upon which it is proposed to erect buildings is low-lying land within the meaning of Part XI. of the Act, (ii.) artisans' dwellings are to be built not abutting upon a street, (iii.) the buildings are for electric light generating stations, or (iv.) the proposed buildings will be of such a character as to require a certificate from the Council under the London Building Acts (Amendment) Act, 1905, with regard to the means of escape to be provided from the buildings in case of fire.†

* The regulations were amended and returned to the Board in August, 1913.

† See pp. 172-5.

The following is a summary of the work performed by the Council under the above-mentioned Acts.

The applications relative to the erection and construction of buildings other than buildings erected on low-lying land or within the prescribed distance from the centre of a street or in advance of the general line of buildings, dealt with by the Council have been as follows:—

Construction
of buildings.
Statistics.

Nature of applications.	Applica- tions granted.	Applica- tions refused.	Total No. of appli- cations.
<i>London Building Act, 1894 (and former Acts).</i>			
For consent to construction of porticoes, balconies, verandahs, projections, etc. (secs. 22 and 73)	4 493	1,200	5,693
For relaxation of rules relating to open spaces about buildings (sec. 41)	1 649	550	2,199
For consent to erection of artisans' dwellings not abutting upon a street (sec. 42)	110	37	147
For permission to deviate from certified plans (sec. 43)	180	33	213
For erection of buildings of greater height than allowed by the Act (secs. 47-49)	112	32	144
For consent to irregular construction of furnace chimney shafts (sec. 65)	346	94	440
For consent to overhanging eaves to dwelling houses and other constructions (sec. 73)	536	71	607
For consent to erection of and renewal of licences for special and other buildings to which the general rules of the Act as to construction are inapplicable (secs. 82, 83 and 84*)	10,760	2,069	12,829
For consent to erection of buildings for the supply of electricity (sec. 203)	292	6	298
For consent to alterations to buildings (sec. 207)	527	76	603
For consent to conversion of buildings (sec. 211)	45	22	67
For dispensations from by-laws with regard to foundations and sites of buildings (Metropolis Management and Building Acts Amendment Act, 1878)	181	19	200
Miscellaneous applications	277	38	315
<i>L.C.C. (General Powers) Act, 1908.</i>			
For consent to construction of buildings exceeding in extent 250,000 cubic feet (sec. 17)	431	140	571
For consent to uniting of buildings (sec. 18)	970	89	1,059
<i>L.C.C. (General Powers) Act, 1909.</i>			
For consent to modification of requirements of Act with regard to steel framed buildings (sec. 22, sub-sec. 34)	3	—	3

* By the London Government Act, 1899, the administration of sec. 84 was transferred to the Metropolitan Borough Councils.

Formation
of streets.

Part II. of the Act of 1894 enacts that no person shall, without having obtained the sanction of the Council, commence to form or lay out any street for carriage or foot traffic, or commence to adapt for carriage or foot traffic any street or way not previously so adapted, and also provides that, without the Council's consent, no new building or structure shall be erected within the prescribed distance (*i.e.*, 20 feet from the centre of any highway for carriage traffic, or 10 feet from the centre of any highway for foot traffic only). Part III. (section 22) of the Act provides that no building or structure shall, without the Council's consent, be erected beyond the general line of buildings in a street or part of a street when such general line is within 50 feet from the highway, or within 50 feet from the highway when the general line is 50 feet or more from the highway, and the duty is laid upon the superintending architect of metropolitan buildings to define such general lines of buildings if required. The Council's consent to applications under this Part of the Act is frequently given on condition that the land in front of the new building is added to the public way. By this means many streets have been gradually widened without cost to the Council or detriment to the owners of property. The most striking instance may be found in the case of Euston-road. Protracted litigation in respect of the definition of the general lines of buildings in other parts of this thoroughfare ended on 1st November, 1910, when the House of Lords dismissed the appeal of the owners of the property involved against the decision of the Court of Appeal in favour of the Council's contention that it was not competent for the superintending architect of metropolitan buildings or the tribunal of appeal, when defining a general line, to take into account buildings which had been erected with the consent of the Metropolitan Board of Works or the Council under the Metropolis Management (Amendment) Act, 1862, or the London Building Act, 1894. Action will be taken, whenever possible, to extend the effect of this decision.

The applications under Part II. and section 22 of the Act of 1894, dealt with by the Council have been as follows :—

Nature of applications.	Applica- tions granted.	Applica- tions refused.	Total No. of appli- cations.
For consent to the formation of streets (secs. 6-12)	1,328	709	2,037
For consent to the erection of buildings at less than the prescribed distance from the centre of the roadway (secs. 13-17)	3,267	1,442	4,709
For consent to the erection of buildings beyond the general line of buildings (sec. 22)... ..	7,223	4,015	11,238

Altogether, since the Council came into office, about 240 miles of new streets have been sanctioned.

Lamps,
signs, etc.

By section 164 of the Act of 1894 the Council is empowered to make by-laws for the regulation of lamps, signs and other structures over-

hanging the public way, not being within the City. Such by-laws, if made, would not cover the whole of the ground, and since 1897 signs, ^{Lamps, signs, etc.} etc., have been dealt with by the Council as far as possible under sections 22 (general line of buildings) and 73 (projections) of the Act. The result not proving altogether satisfactory, the Council sought powers, in the session of 1911, to make provision for the regulation and control of lamps, signs, notice boards and other structures, not being architectural decorations within the meaning of section 73 of the Act of 1894, projecting from or erected beyond the fronts or flanks of buildings facing streets or standing in advance of buildings, but the clauses inserted with this object in the London County Council (General Powers) Bill, 1911, were struck out by a Committee of the House of Commons.

By sections 127 and 128 of the London Building Act, 1894, it was made ^{Sky signs.} unlawful to erect any new sky sign, or to retain any existing sky sign except in pursuance of, and in accordance with, the conditions of a licence granted under the provisions of the London Sky Signs Act, 1891, by the Council or by the City Commissioners of Sewers (now the City of London Corporation) as the case might be, and by section 129 provision was made for the renewal of such licences for periods not exceeding in the aggregate, six years, including the original term of the licence. Licences cannot now be renewed. The Council was authorised, under section 134 of the Act, to take proceedings in respect of any sky sign erected or retained contrary to law. Its powers under this section were, however, transferred by the London Government Act, 1899, to the metropolitan borough councils, subject, in case of default, to the provisions of the Public Health (London) Act, 1891, as if the default were a default under that Act. Since the passing of the former Act 120 cases have been referred by the Council to the metropolitan borough councils concerned. 3,789 cases were dealt with by the Council up to 1899.

Section 122 of the London Building Act, 1894, prohibits the erection, ^{Dwellings on low-lying land.} without a licence from the Council, of any building to be used wholly or in part as a dwelling-house, or the adaptation of any building for use wholly or in part as a dwelling-house upon land of which the surface is below the level of Trinity high-water mark, and cannot be drained by gravitation into an existing sewer of the Council.* All applications for licences must be referred to the chief engineer of the Council to decide whether, and, if so, on what conditions, they may be granted. Any person objecting to the refusal of the Council to grant a licence, or to the reasonableness of any condition inserted in such licence, may appeal to the Tribunal of Appeal. 142 licences have been granted and 20 refused.

The naming and numbering of streets in London is governed by ^{Naming of streets.} Part IV. of the London Building Act, 1894. The consent of the Council is required before any name may be applied to a new street, and the Council is authorised to make an order altering the name of any street. One month before altering the name of any street, the Council is required to notify the local authority of the proposed change, and to give notice to persons occupying premises in the street. Houses or buildings in

* See also p. 88.

Names of
streets.

any street may, under an order by the Council, be marked with such numbers as it deems convenient. The work of affixing or painting the street names is carried out by the City of London Corporation and the metropolitan borough councils, whose duty it also is to take all requisite proceedings for carrying into effect the Council's orders with reference to the numbering of houses.

Since the Council first came into office it has ordered the renaming of about 2,100 streets, and abolished 5,300 subsidiary and other names, 4,900 of which were repeated names. About 120,000 houses have been renumbered under orders of the Council. The majority of these changes have been made at the request, or with the concurrence, of the borough councils concerned. Names have been given, without the Council offering objection, to 1,800 streets.

Under section 38 of the Act the Council has to keep a register of alterations in the names of streets and the numbers of houses and to supply extracts from the records upon payment of fees. In all, about 25,000 certificates of alterations have been issued and searches made in 30,000 instances.

From time to time a list of the streets in the Administrative County of London is issued, containing particulars of the date of approval of names, alteration and abolition of names, re-numbering of houses, etc.*

District
surveyors.

For the purposes of the London Building Acts the Administrative County of London is divided into districts, each supervised by a district surveyor. It is the duty of district surveyors to see that all new buildings and all additions and alterations to existing buildings are carried out in accordance with the Acts, or, if any modifications of their provisions have been sanctioned by the Council, in accordance with the plans and conditions so sanctioned, and that new streets are formed in accordance with the plans and conditions approved by the Council. District surveyors are required to notify to the Council any actual or probable contravention of the provisions of the Building Acts in relation to any matter with which they are not competent to deal. The appointment of district surveyors and the apportionment of their districts rest with the Council. The policy of the Council has been to rearrange the districts as opportunities occur with the object of making the boundaries as far as possible coterminous with those of the metropolitan boroughs, and of making the districts sufficiently remunerative to attract men of ability. On the Council coming into office in 1889 the districts numbered 74. They now number only 54.

Before 1885 district surveyors were allowed to practise as architects without restriction, but those appointed after that date until 1890 were precluded from private practice in their own districts, and in 1889, 14 out of 74 district surveyors were so restricted. Those who have been appointed in the first instance by the Council are required to devote their whole time to the duties of their office and are prohibited from

* The last edition of *Names of Streets and Places in the Administrative County of London* (No. 1151), price 10s. 6d., was issued in 1912.

taking private practice. At the present time 9 may take private practice; 5 are precluded from private practice in their own districts; 1 is allowed to practise privately to the extent of acting as a fire assessor for an insurance company; 1 to retain his professorial chair at King's College; 1 to give evening lectures on architectural subjects; 1 to retain appointments as director of two companies; and the remainder are entirely precluded from private practice. District surveyors who may practise privately are, by the Act of 1894, prohibited from supervising work in which they are privately or professionally interested, and the Council therefore appoints a special surveyor, usually from some other district, to act in any case in which a district surveyor is engaged on private work in his own district.

Whenever a district surveyor is prevented by illness or other unavoidable circumstance from attending to his duties, he may, with the consent of the Council, appoint a deputy for such period as may be necessary. The Council has also power to appoint an assistant surveyor, whenever it is of opinion that, owing to the pressure of business or any other reason, a district surveyor cannot discharge his duties promptly and efficiently.

Every district surveyor is required to have and maintain an office in such part of his district as may be approved by the Council.

The district surveyors are paid by fees received from builders, or from owners or occupiers of structures, and in certain cases from the Council; but the Council has power under the Act of 1894 to pay fixed salaries instead of fees, or to provide either wholly or partially for the payment of salaries to the district surveyors, or to any of them, out of the county fund, and thereupon to abolish or reduce any fees payable under that Act.

District surveyors are required to submit to the Council monthly returns of all notices and complaints received by them relative to the business of their districts and the result of the action taken thereon, of all matters brought by them before any petty sessional court, of all works supervised and special services performed by them within the previous month, and of all fees charged and received. The returns are audited by the superintending architect of metropolitan buildings.

The following is a summary of the monthly returns submitted by the district surveyors since 1889:—

Works.	Number.	Fees.*
		£
New buildings	201,429	516,215
Additions, alterations and other works	445,795	587,837
Services under the London Building Acts (Amendment), Act, 1905	64,498	32,516
Part fees under the London County Council (General Powers), Act, 1909	45	1,458

* The expenses of district offices are defrayed by the district surveyors.

**Tribunal
of Appeal.**

The decisions of the Council and of the superintending architect under the London Building Act, 1894, and the requirements of the district surveyors and also the decisions of the Council under the London Building Acts (Amendment) Act, 1905, and Part IV. of the London County Council (General Powers) Act, 1909, may in certain cases be made the subject of appeal to the Tribunal of Appeal constituted under section 175 of the Act of 1894.

The Tribunal of Appeal, except when hearing appeals under Part IV. of the London County Council (General Powers) Act, 1909, consists of three members who are appointed for a term of five years. When hearing appeals under the Act of 1909 the Tribunal comprises an additional member, appointed by the Council of the Institution of Civil Engineers.

There are twenty-four matters under the London Building Act, 1894, six under the London Building Acts (Amendment) Act, 1905, and two under the London County Council (General Powers) Act, 1909, which may be made the subject of appeal. In all, 178 appeals have been lodged against decisions of the Council, or the superintending architect of metropolitan buildings, or against the requirements of district surveyors. About 100 of these appeals were proceeded with, and were successful, wholly or in part, in 67 cases.

**Town
planning.**

A recent Act dealing with the regulation of building is the Housing, Town Planning, etc., Act, 1909, Part II. of which provides for the making or adoption by local authorities of town planning schemes, and the enforcement of the provisions of such schemes, in respect of land likely to be used for building purposes. By section 66 (1) the Council is made the local authority for the administration of this Part of the Act in the Administrative County of London. Section 54 provides that a scheme may be made in respect of any land which is in course of development, or appears likely to be used for building purposes (this term including land likely to be used as open spaces, roads, streets, parks, pleasure or recreation grounds) with the general object of securing proper sanitary conditions, amenity and convenience in connection with the laying-out and use of the land and of any neighbouring lands. Such scheme may, in certain circumstances, deal with land outside, but in the neighbourhood of, the county. The Council has under consideration the whole question of the effect of the Act upon London. A return has been prepared of the land in London to which the provisions of this part of the Act might possibly be applied; and investigations have been begun in respect of certain areas. The total area of uncovered land within the County is estimated at 12,600 acres.

**By-laws for
the good
rule and
government
of London.**

Under section 23 of the Municipal Corporations Act, 1882, and section 16 of the Local Government Act, 1888, the Council has power to make by-laws for the good rule and government of the Administrative County of London, or any specified part or parts thereof, and for the prevention and suppression of nuisances not already punishable in a summary manner by virtue of any Act in force throughout the County, and to appoint such fines, not exceeding in any case five pounds, as it deems necessary for offences against such by-laws. By-laws for the good rule and government of the County can be made only at a meeting of the

Council at which at least two-thirds of the whole number of the Council are present, and such by-laws when made may not come into force until the expiration of forty days after sealed copies of them have been sent to the Home Secretary and posted in the County Hall, during which period they may be disallowed by the Crown, or the Crown may extend the time within which they are not to come into force.

By-laws for the good rule and government of London.

The position of London in regard to by-laws of this kind is different from that of most other counties, as there are in force in the metropolitan police district several police and other Acts dealing with various matters which come under the head of good rule and government or of nuisances. Although the provisions of these Acts are in many cases ineffective, yet the matters, having been the subject of statutory enactment, cannot be dealt with by by-laws under section 23 of the Municipal Corporations Act, 1882. Further, the metropolitan borough councils have concurrent power with the Council of making by-laws under section 23 of the Act of 1882, subject, however, to the by-laws being in force only within the respective boroughs and to their not being inconsistent with any by-laws made by the Council.

The by-laws made by the Council and in force on 31st March, 1913, relate to (1) steam organs, shooting galleries and roundabouts; (2) noisy animals; (3) street betting (including the sale of racing tips); (4) window cleaning and painting; (5) flash and search lights; (6) public decency; (7) shouting by newsvendors; (8) vehicular traffic (view of traffic); (9) the throwing down of waste paper, refuse, advertising bills, fruit rinds, broken glass, nails, etc., in public thoroughfares, and (10) spitting in public carriages, public halls, public waiting rooms, or places of public entertainment.

The by-laws are enforced by the police, but to proceed under the one dealing with noisy animals, three householders residing within hearing of the animal have to serve on the owner a notice requiring him to abate the nuisance, and, if the nuisance is not stopped after the expiration of a fortnight, such householders may take summary proceedings in a police court.

The provision of subways for the carrying of underground mains and wires is of great and increasing importance in connection with the facilities for locomotion and traffic. In addition to the Post Office, the Council, the City Corporation, the metropolitan borough councils, and the Metropolitan Water Board, there are a large number of companies undertaking public services in London who may, with or without conditions, open up the streets.

Subways.

Under the Metropolitan Subways Act, 1868, and the London County Council (Subways) Act, 1893, the Council exercises powers with regard to the construction and maintenance of certain subways. Subways have been constructed from time to time under the different Acts authorising the Metropolitan Board of Works or the Council to undertake street improvements, provision being made in the later Acts for the application to such improvements of the provisions of the London County Council (Subways) Act, 1893.

The undermentioned 19 subways, the total length of which is about 12,000 yards, are vested in and maintained by the Council:—Garrick-

Subways.

street, Commercial-road East, Northumberland-avenue, Shaftesbury-avenue, Charing-cross-road, Southwark-street, Queen Victoria-street, Victoria-embankment, Rosebery-avenue, Middlesex-street, York-street, Tower-bridge-road, Southampton-row (east and west subways), Strand, Aldwych (north and south subways), and Kingsway (east and west subways). Persons having business in the subways are afforded facilities for entry, and keys are kept for use in emergency at the nearest fire brigade station.

Provision is made in Electric Lighting Orders that the undertakers under the Orders shall, in streets where there are subways, when required by the Council to do so, lay their mains in the subways, and pay a rent for the use thereof, the amount of such rent to be settled by agreement, or, in case of difference, by the Board of Trade.

The London County Council (Subways) Act, 1893, provides that where there are subways the powers of gas and water companies to break up streets shall cease except so far as may be necessary for certain specified purposes, and empowers the Council to make a charge for the use of the subways. By-laws have been made by the Council under the Act for regulating the use of subways, and scales of fees fixed, but such by-laws apply only to the subways in existence at the time the Act was passed.

The by-laws were therefore remade in 1901, but the Board of Trade, the confirming authority, did not accept all the Council's suggestions. In 1907 the Council submitted to the Board the by-laws in a modified form, but these were subsequently withdrawn, in order that consideration might be given to the question of equalising the payments made by all the users of the subways, including electric lighting undertakers. Negotiations took place with the various users and in March, 1913, were still in progress.

At a conference of local authorities held in 1900* a general opinion was expressed that action should be taken to remedy the inconvenience caused by the operations of the gas and other companies in laying down their mains and wires. Consideration is being given to the question whether legislation should be promoted to enable the Council to make regulations to govern the breaking up of streets, in order to secure that regard shall be had to the convenience of the public, economy of space in the subsoil of the streets, and other matters affecting the public interest.

Disused
burial
grounds.

Under section 56 of the Metropolitan Board of Works (Various Powers) Act, 1885, the Council is the authority for preventing the violation, and for enforcing the due observance within the County, of the Disused Burial Grounds Act, 1884, the object of which is to prevent the erection of buildings on disused burial grounds, except in extension of existing buildings used for church purposes. Under section 49 of its General Powers Act of 1897, the Council may erect sheds for the protection of plants and tools upon disused burial grounds which it maintains as public open spaces, and may consent to any metropolitan borough council erecting sheds for the same purpose upon disused burial grounds under

* *Streets and Street Traffic* (No. 517). Price 2d.

its control. By section 29 of the London County Council (General Powers) Act, 1900, it is also made lawful for the Council, and the metropolitan borough councils, with the consent of the Council, to erect public conveniences on disused burial grounds, but the power cannot be exercised in the case of consecrated ground unless, and until, a faculty shall have been obtained. Disused burial grounds.

The district surveyors under the London Building Acts have been furnished with copies of a return of disused burial grounds,* and have been requested to inform the Council of any attempts to build upon such grounds; and the Council takes action upon learning of any proposal involving infringement of the provisions of the Disused Burial Grounds Act.

The registrars of the Courts of the Bishops of London and Southwark have promised to inform the Council whenever applications are received for faculties to erect permanent or temporary buildings on disused burial grounds within the County.

On 11th April, 1889, the Council decided, in view of the increasing number of overhead wires which were under no control, and the difficulty of dealing with ownerless wires, to promote legislation to deal with the matter. A bill introduced in the session of 1890 was defeated, but a similar bill became law in 1891, under the title of the London Overhead Wires Act, 1891. Overhead wires. This Act empowers the Council to make and vary by-laws with respect to (a) the identification of overhead wires by registration or otherwise; (b) the regulation of wires; (c) the strength of the materials to be employed in placing, maintaining and supporting wires; and (d) the removal of wires erected or placed otherwise than in accordance with such by-laws, and of disused wires; and by such by-laws to fix and determine the penalties to be imposed on the company or person failing to comply with any of the provisions of the Act.

By-laws under the Act were made by the Council in 1892.† The administration of the Act and the enforcement of the by-laws devolve upon the local authorities, i.e., within the City of London, the City Corporation, and in the rest of the County of London, the metropolitan borough councils except as regards any road, embankment, bridge, park, garden or open space vested in the Council, where the Council is itself the local authority. Under the by-laws companies and others owning overhead wires in London are required to supply to the Council particulars of such wires.

Under section 140 of the Metropolis Management Act, 1855, and section 86 of the Metropolis Management Amendment Act, 1862, the Council has power to make orders placing streets, roads and footpaths, which are situated in more than one metropolitan borough, under the exclusive management of one metropolitan borough council for the purpose of maintenance, and determining the proportion in which the cost of maintenance shall be borne by the borough councils concerned. Streets situated in more than one borough.

* *Return of Burial Grounds in the County of London, with a Report upon their size, ownership, and present condition*, by Mrs. Basil Holmes. (No. 260.) Price, 5d.

† *By-laws . . . in pursuance of the London Overhead Wires Act, 1891*. (No. 46.) Price, 1d.

CHAPTER XIV.

Public and other amenities.

The control of parks and open spaces by a public authority for the benefit of the general community dates from a comparatively recent time. While England was an agricultural country, the village green or other common land provided the necessary facilities to the people for open-air recreation, and it was not until the industrial system had given enormous impetus to the growth of towns that it became necessary for the municipality to preserve open spaces in and around towns.

Early history
of parks.

In London, most of the Royal parks* had been accessible to the public for centuries (though there were periods when the Royal prerogative was exercised and the public excluded); but, apart from these parks, the only pleasure grounds under the control of a public authority in 1855, when the Metropolitan Board of Works was formed, were Kennington-park and Victoria-park. Victoria-park had been formed in 1842-1845, and Kennington-park was inclosed by a special Act of 1852, both being maintained by H.M. Office of Works. The authority for the formation of Victoria-park was the Act 4 and 5 Vict., cap. 27, which provided for the sale of York House, St. James's-park and the purchase of lands for a royal park in Hackney, Bethnal Green and Stratford, or some or one of them. The Act specified that the lands should be conveyed to Her Majesty the Queen, and should be a royal park by the name of Victoria-park. The original area was 193 acres, as the Act authorised about a quarter of the whole site being let for building purposes. This proportion was reduced to one-sixth by an Act of 1852, and the Metropolitan Board of Works in 1872 acquired this area (23½ acres) and handed it over to the Office of Works. Kennington-park formed part of the Manor of Kennington, the lord of the manor of which is the Prince of Wales. The common between 1840 and 1850 was in a very neglected condition, but, through the efforts of a local committee, the Government was induced in 1852 to consent to the formation of a park, subject to the inhabitants paying the cost (£1,000) of the railings enclosing the ground. The formation of the famous Oval cricket ground was due to this enclosure, as, there being no facilities for cricket in the new park, the Duchy of Cornwall granted to the newly-formed Surrey Cricket Club the lease of a number of market gardens, which were turned into a cricket ground.

The Metropolis Management Act, 1855, contained no special provision enabling the Board of Works to provide parks, pleasure grounds or open spaces, but any doubts as to its powers in this respect were removed by the Metropolis Management Amendment Act, 1856. Section 10 of the

* Hyde-park, Kensington-gardens, the Green-park, St. James's-park, Greenwich-park, Regent's-park, and Primrose-hill.

latter Act declared that the powers given by the Act of 1855 extended to applications to Parliament for providing parks, etc., and in the following year (1857) the Board initiated the system of municipal parks by obtaining authority to acquire the ground on which Finsbury-park was formed.* In 1857 the Board also approved a scheme for the formation of a park in the rapidly-growing districts of Bermondsey and Southwark, but it was not until 1863 that active steps were taken to acquire land. A special Act of Parliament was obtained in 1864 for the purpose, and 63 acres were acquired, enclosed and laid out as Southwark-park. In 1863 the Gardens in Towns Protection Act was passed. This empowered the Board to provide for the proper maintenance of gardens set apart for the private use of residents in any square or other public place which might become neglected.

About this time, public attention was specially directed to the threatened alienation of the London commons. The commons were then but little used for their original purpose of turning out cattle or sheep or of cutting turf or bracken, and the great increase in the value of land, consequent on the growth of population, offered every inducement to the lords of the manors to inclose for building purposes portions of commons near towns. The inclosure of common land during the eighteenth and first half of the nineteenth century had been very great, having been effected mainly by special Acts of Parliament. During this period the great extent of the commons and waste lands was regarded as prejudicial to the public, and action in the direction of adding to the area of cultivated land was regarded as of national importance, almost, indeed, necessary to national safety. With the increasing demand for corn, Parliamentary sanction to inclosures was continually and with no difficulty being obtained. It is estimated that between 1709 and 1869 four and three-quarter million acres (or one acre in every eight) had been inclosed in England alone. The land was not always used for the purpose for which it was inclosed. The rapid growth of towns, and especially of London, and the awakening sense of the importance of protecting the public health, at length brought about a somewhat belated appreciation of the value of commons as open spaces.

It was not, however, until well within the second half of the nineteenth century that public opinion began to veer round in the favour of retaining open spaces. So late as 1851, Parliament approved the disafforesting and inclosure of Hainault-forest, one of the most beautiful sylvan districts within reach of London, a portion of which has within recent years been bought back for the use of the public. A Committee of the House of Commons recommended a similar scheme for the inclosure of Epping-forest, subject to a small allotment in favour of the public.†

It was in connection with London's open spaces that the movement in favour of retaining the commons for public use had its origin. The commons in and around London (Blackheath, Hampstead-heath, Epping-forest, Wandsworth-common, etc.) were then, as now, largely used by Londoners, and a proposal, in 1864, to inclose Wimbledon-common

* The park was, however, not opened until 1869.

† Eversley, *Commons, Forests and Footpaths*, p. 17.

Commons

aroused strong opposition. A Select Committee of the House of Commons was appointed in February, 1865, to inquire into the best means of preserving for the public use the commons and open spaces in and around London, within a radius of 25 miles from the General Post Office. The Metropolitan Board of Works, adopting the principle upon which it had acted in acquiring the sites of Finsbury and Southwark-parks, advocated the acquisition of the interests of all persons having rights in commons, and proposed to provide the necessary funds therefor by selling parts of the commons for building, forming parks out of the remainder. This proposal, the gross cost of which was estimated at £6,000,000, was contested before the Select Committee by a small but influential body of men, who afterwards formed themselves into the Commons Preservation Society. They urged that the reduction of the area of open spaces involved in the Board's proposals could not be defended, and that the preservation of commons could be effected by merely giving free play to the conflict of legal interests, which is the special characteristic of a common, and arises from the fact that the commoners cannot inclose because the land does not belong to them, whilst the owner of the soil cannot inclose, because inclosure is inconsistent with the enjoyment of the commoners' rights.* The Select Committee adopted this view, and following on their report, the Metropolitan Commons Act, 1866, was passed. This Act applied to the whole of the Metropolitan Police District, and prohibited any further inclosures of commons within this area. Machinery by which a common could be placed under local management in the form of a Board of Conservators, was set up, and local authorities were empowered to contribute towards the expenses of executing such schemes. The Act aroused great opposition on the part of the lords of the manors, and inclosures were commenced by them under cover of the long neglected Statute of Merton, 1235 (20 Henry III., cap. 4),† which resulted in legal proceedings being taken by the public in the names of commoners. The actions proved long and costly, but they were uniformly successful, and London's commons were saved. Amongst those which came under the management of the Metropolitan Board of Works by reason of the Act, were Blackheath, the Hackney Commons, Clapham-common, Streatham-common, Bostall-heath and Tooting Bec-common. Epping-forest, after an action of unprecedented difficulty and expense, was preserved and placed under the control of the Corporation of the City of London. The interests of the lords of the manors and of the commoners were gradually acquired, though in certain cases only after prolonged litigation and by special Acts of Parliament. Thus, Hampstead-heath

* *Encyclopædia Britannica*—Commons.

† "Because many great men in England . . . have complained that they cannot make their profit of the residue of their manors . . . it is provided that whenever feoffees do bring an assize of novel disseisin for their common of pasture, and it is acknowledged before the justices that they have as much pasture as sufficeth for their tenements . . . then let them be contented therewith, and they of whom it was complained shall go quit of as much as they have made their profit of their land, wastes, wood and pastures . . . let the others make their profit of the residue."

was not acquired until 1871, the extinction of the manorial rights Commons. costing £45,000, while the purchase of the various rights (under Acts passed in 1881 and 1884) in the Hackney-commons amounted to £90,000. It is estimated that in the metropolitan police district, 12,000 acres of common land have been put under local management.

Additional powers with regard to commons were conferred by the Metropolitan Commons Act, 1878, which, by applying powers under the Commons Act, 1876, authorised the Board of Works to purchase and hold, with a view to preventing the extinction of rights of common, any saleable rights in commons or any tenement of a commoner to which rights of common were annexed.

The preservation of the commons to London, though of inestimable advantage, did not meet the growing needs of London, and up to the date of its dissolution, the Board found it necessary gradually to extend the area of open spaces within the County, and this policy has been followed by the Council. Many of the parks and open spaces have been acquired under the provisions of the Open Spaces Acts, 1877 to 1890 (consolidated and amended by the Open Spaces Act, 1906). The Acts of 1877 and 1881 allowed "open spaces" to be purchased, rented or acquired by gift and held for the benefit of the public by the Board of Works. The latter Act also gave power to transfer disused burial grounds to the Board or the local vestry or district board. Statutory powers.

The Open Spaces Act of 1887 extended the provisions of the Acts of 1877 and 1881 to England, Wales and Ireland, and gave wider powers to the Metropolitan Board of Works. The more important of the parks and open spaces acquired by the Board under these powers were:—Wormwood-scrubs, Highbury-fields, Clissold-park, Ravenscourt-park and Parliament-hill. Victoria, Battersea and Kennington-parks and Bethnal-green-gardens were transferred to the Board under somewhat peculiar circumstances. These parks, until 1887, had been maintained by H.M. Office of Works, but in 1886 the vote containing the sum required for the maintenance of parks in London was defeated, as a consequence of objections urged by members representing provincial towns against London parks being maintained out of the Imperial Exchequer. The London Parks and Works Act, 1887, was therefore passed transferring from 1st November, 1887, the parks named. The number of places under the control of the Board of Works at the time of its supersession by the Council was 40, and the acreage 2,656.

The additional powers conferred since the Council became the authority for the maintenance of parks and open spaces have not been large, and have related mainly to specific places. The general law was consolidated and somewhat extended, as already stated, by the Open Spaces Act, 1906, and by its General Powers Act of 1905 the Council may effect exchanges of land for the purpose of improving and enlarging any open space. The London Open Spaces Act, 1893, requires metropolitan borough councils to obtain the consent of the Council before erecting buildings at parks and open spaces under their control. The London Squares and Enclosures (Preservation) Act, 1906, prohibits or restricts, by agreement with the owners, the erection of buildings on certain squares and enclosures within the County.

Area of
parks, etc.

The area of public parks and open spaces under the control of the Council has been almost doubled since it came into being, the number of places at 31st March, 1913, being 118, and the acreage about 5,100. The most important additions have been :—*Within the county*—Brockwell-park, Wandsworth-park, Avery-hill, Eltham-park, Hilly-fields, Bostall-heath extension, Ladywell recreation-ground, Golder's-hill, Waterlow-park and Springfield-park. *Outside the county*.—Hainault-forest and Marble-hill. An interesting feature of the smaller additions has been the number of churchyards, squares and small gardens, mainly in the east end of London, which the Council has taken over. These include Stepney-churchyard (7 acres), Limehouse-churchyard (3 acres), and seven East-end squares, relics of the time when that district was a more favoured residential locality than is now the case.

Appendix VIII. contains a list of the various places under the control of the Council, their acreage, date and cost of acquisition, etc.

The Council has published a book* containing particulars of the parks and open spaces under its control.

Places under
the control
of other
authorities.

In addition to acquiring and maintaining places under its own control the Council and its predecessors have contributed, or undertaken to contribute, £142,655 towards the cost of providing 53 parks and open spaces maintained by the metropolitan borough councils. The total number of places maintained by the City Corporation and the borough councils is 189, and the area thereof is about 327 acres. The Council has also contributed £11,250 towards the cost of the acquisition and laying out of places outside the County which are maintained by authorities other than those above mentioned.

The amenities of the parks and open spaces under the control of the Council have been greatly increased by the provision of music and by the facilities given thereat for boating, swimming and the playing of various athletic games.

Band per-
formances.

The Metropolitan Board of Works made no provision itself for band performances in the parks and open spaces, but it granted permission to private societies and persons to give performances at such places as Hampstead-heath. In 1889 bandstands were only in existence at Battersea, Finsbury, Southwark and Victoria-parks. Immediately after the Council came into existence, it took into consideration the question of supplying music on a larger scale than had previously been possible, and in the following year it obtained powers by its General Powers Act to provide band performances at the parks and open spaces under its control. Three years later (56 and 57 Vict., cap. 221) power was obtained to provide performances at any place within the County.

In 1891, the first year in which the Council exercised its powers in providing music, a sum of £1,313 was expended. As a result the Council was enabled to provide 445 performances at 25 places, 137 performances being paid for directly by the Council, 125 being given in return for subsidies, and 183 being given free.

* Notes on the acquisition, history and maintenance of the Parks, Gardens, Recreation Grounds and Open Spaces under the control of the Council ; together with notes descriptive of the various places and on technical matters, by the Chief Officer of the Parks Department. Illustrated. (No. 1009.) Price 6d.

In 1893 a musical adviser was engaged, and three military bands were formed under the direct control of the Council. During the seasons of 1903 and 1904 two bands in the direct employment of the Council were formed, each consisting of 36 musicians and a conductor, and in 1905 an orchestral band was added. Band performances are given by the Council's own bands, by bands of His Majesty's Auxiliary Forces, and by bands hired by the Council direct or by the National Sunday League, the latter association receiving subsidies from the Council. A few performances are also given gratuitously by qualified amateur bands. The band season lasts usually from about the middle of May to the middle of August, but at the most frequented places the performances are continued till nearly the end of August.*

The efficiency of the bands hired by the Council is tested by the musical adviser before engagements are given, and he afterwards attends performances and reports as to the manner in which the bands are fulfilling their engagements. The programmes proposed to be rendered by hired bands are submitted to the Council in advance for approval. At most of the band performances programmes are sold at a halfpenny each, and a similar charge is made for the use of a chair in the inclosure.

Permanent covered bandstands have been provided at 34 parks and open spaces. At several other places uncovered bandstands are provided. The first floor of the mansion at Brockwell-park has been adapted for the accommodation of the Council's music library of about 2,000 pieces, for rehearsals by the Council's own bands, and for the storage of uniforms.

The number of performances given at parks and open spaces by the Council's three bands and by hired bands during the year 1912 was 1,228, of which 1,031 were given at 50 places under the control of the Council, and 197 at 17 places under the control of other authorities. A sum of £12,500 was voted by the Council for the provision of music during the season. The actual amount expended was £12,113 11s. 8d. A sum of £1,329 4s. 4d. was realised from the sale of programmes and the letting of chairs, thereby reducing the net cost to £10,784 7s. 4d.

There is no subject connected with the parks and open spaces to which Games. the Council has given more attention than the provision of opportunities for outdoor recreation.

The most popular games are cricket and football. On ordinary week days the number of reserved pitches is as a rule ample to meet all requirements, but on Saturday afternoons and Bank holidays the clubs desiring to play outnumber the pitches provided. With a view, therefore, to allowing clubs an equal chance of obtaining a specially prepared ground on such days the system explained below has been adopted.

Clubs send in their names for registration in accordance with an advertisement issued in the newspapers and the pitches are allotted amongst these clubs. A large amount of work is necessitated by the system of allotment, but an equitable result is secured. In addition to the reserved pitches, there is a certain area on which clubs disappointed in obtaining

* Particulars as to the season's band arrangements are published every year by the Council, price 1d.

Games.

reserved grounds are in many instances able to find room to play. Moreover, on every Saturday, in the event of any clubs failing to make use of the pitch allotted to them before a certain time, the pitches are re-allotted by the officer in charge by ballot amongst the clubs present.

Special regulations have been made for the playing of cricket and football matches on Saturday mornings by teams from elementary and secondary schools. The matches are allowed not only upon the boys' match grounds, but, if necessary, upon the men's match grounds, the boys' pitches in the latter case being usually marked out between the pitches assigned for the next matches between men.

At 44 places facilities are afforded for the playing of organised games by scholars and pupils of schools and institutions controlled or supported by the Council, the pitches for these games being provided usually on grounds other than the match grounds, and allotted to the various schools and institutions in accordance with special time tables.

The Council as a rule does not grant an exclusive privilege to any one club to occupy a particular ground, being of opinion that a public park or open space, which is maintained at the expense of the rate-payers, should be open equally to all. There are, however, three exceptions to this rule—Blackheath, Streatham-common and Battersea-park—where, by reason of ancient usage, certain local clubs have special portions allotted to them. At the two last-named places the clubs bear the cost of maintenance of the ground.

Golf has been played on Blackheath ever since the time of James I., who introduced the game into England. Tradition says that James himself played on the heath, and it is certain that the Royal Blackheath Golf Club is the oldest golf club in existence. There is a golf course of 18 holes at Hainault-forest, at which charges of 1s. a round and 8d. a half round are made. The Council has also extended the facilities for playing the game free to Clapham, Streatham and Tooting commons, and practice (but not play) is allowed at Hampstead-heath, Parliament-hill, Hilly-fields and Wormwood-scrubs. Owing to the large area over which the game extends, it has been necessary to impose certain restrictions on playing.

The following table indicates the extent to which the facilities provided for the playing of the most popular games were utilised for the years ended 30th September, 1911 and 1912 :—

Games.	No. of places at which facilities provided.	No. of pitches, courts or rinks.	Number of games played during the year ended—	
			30th Sept., 1911.	30th Sept., 1912.
Bowls	20	110	15,558	12,314
Cricket	35	478	24,728	19,736
Croquet	26	32	1,120	1,598
Football	32	311	13,395	13,331
Hockey	26	46	2,086	1,983
Lacrosse	3	5	77	69
Lawn tennis	43	504	134,405	126,147
Quoits	22	41	3,114	4,060

Basket-ball, badminton, net-ball and shinty are also allowed at certain Games. places. Arrangements are made at most of the large parks and open spaces for the storage of games apparatus at small charges.

The regulations under which special facilities for games and recreation are afforded at bank holiday times at Blackheath, Hampstead-heath and Wormwood-scrubs, provide that tenders shall be invited each year for the privilege of placing roundabouts, swings, side shows, etc., upon the sites allocated for the purpose. During the year 1912 the receipts amounted to £1,862.

When skating is possible in London, arrangements are made to enable persons to indulge in this pastime on the ice in parks under the control of the Council. Though every precaution is taken for the safety of the public it is impossible to eliminate completely the chance of accident; and keepers who have passed the St. John Ambulance System of First Aid are stationed at the larger lakes to be of service if occasion should arise.

Men's gymnasias are provided at Battersea, Finsbury, Southwark and Victoria-parks. There are separate gymnasias for children at 15 places and gymnasias for girls, to which women are also admitted as far as practicable, at 10 places.

In 1893 a novel amusement for children was introduced into Victoria-park, in the shape of a sea-sand pit. The experiment proved very successful, and since then the park has been equipped with a second sand-pit, while others have been provided at Peckham-rye, Island-gardens, Plumstead-common, Kennington-park, Tunnel-gardens, Brickfield-gardens, Southwark-park, Little Dorrit's-playground and Meath-gardens.

Facilities for athletic training, such as running and walking, are afforded at 32 parks and open spaces during such times as they are open to the public, and similar facilities are afforded at 8 other places whenever practice can be allowed with due regard to the safety and convenience of the public. Generally speaking, at the larger places no restrictions are imposed, except such as are necessary for ensuring the safety of the public and for the protection of grounds specially prepared for games. The officers in charge select the grounds upon which practice is permitted, and are authorised to regulate the use of grounds and to prevent, as far as possible, the intrusion of children while running or other athletic exercises are in progress. At Southwark-park the facilities afforded are more extensive than elsewhere, training being allowed on the grass area known as the Oval on Mondays, Wednesdays and Fridays, from 6 a.m. until the park is closed. The surrounding tar-paved foot-path, which is open at night, is largely used until 10 p.m., especially during the winter months. A charge of 1d. a person is made for the use of dressing accommodation, at those places where accommodation has been provided.

Applications from clubs and schools for permission to use portions of the parks for holding athletic sports are usually granted when practicable, and children's sports are frequently held. It is the Council's rule not to permit the promoters to make any charge for admission.

The question of providing cycle-tracks has been considered by the Council, but it has been decided that it is not expedient that any part

Games.

of an open space acquired for the use of the public should be set apart for such a purpose.

The Council has issued a book*, to be obtained at all the parks, giving full particulars as to the places at which games are allowed and the conditions under which they may be played, with the regulations as to boating and bathing.

Boating.

Before the transfer of Battersea-park and Victoria-park to the Metropolitan Board of Works in 1887, boating had been allowed at those places, the letting of boats on hire being in the hands of contractors who paid nothing for the privilege. After the transfer, however, the privilege was put up to tender by public advertisement, with the result that rentals of £480 and £370 for Battersea-park and Victoria-park respectively were obtained. On the Council coming into office, the lake in Finsbury-park was also allowed to be used for boating, and a rental of £280 was obtained in respect of the privilege of letting boats on hire. Under these contracts the charge for the hire of the boats was 1s. an hour for one or two persons, and 6d. extra for each additional person. For some years matters remained thus, until the Council, deeming the charges prohibitive to many of the public, particularly to boys, decided to dispense with contractors, purchase its own boats, and let them on hire on a reduced tariff. This course was adopted in the case of Finsbury-park as from 1st April, 1901; Victoria and Battersea-parks followed; and the results were so encouraging that the Council extended the system to Dulwich and Southwark-parks. Motor launches have been provided at Battersea and Victoria-parks.

A charge of 6d. an hour is made for the boat irrespective of the number of persons using it, provided that the maximum number prescribed in the case of each boat is not exceeded. In the motor launches persons are taken for short trips at a charge of 1d. each.

Not only have the public benefited by the extended facilities and cheapened tariff, but the undertaking has been very successful from a financial point of view. Particulars for the year 1912-13 are as follows:—

	Area of lake.	No. of Boats.	Income.	Working expenses.	Surplus on working, 1912-13.
	Acres.		£ s. d.	£ s. d.	£ s. d.
Battersea-park ..	5	82	1,536 13 8	992 7 1	544 6 7
Dulwich-park ...	2½	16	409 17 6	230 0 1	179 17 5
Finsbury-park ...	3	31	716 12 2	459 8 4	257 3 10
Southwark-park ...	2½	20	264 9 0	314 6 5	49 17 5†
Victoria-park ...	6¾	88	1,497 7 11	758 13 4	738 14 7
Total ...		237	4,425 0 3	2,754 15 3	1,670 5 0

† Deficiency partly due to expenditure in overhauling boats and partly to heavy debt charges in respect of adaptation of lake, the cost of which was spread over seven years only.

* Regulations relating to the playing of games. Price 1d.

The net surplus for the year 1912-13, after meeting debt charges and income tax was £1,221 Os. 11d., and a total amount of £11,700 has been applied in relief of rates out of the surplus on working in this and previous years. Boating.

Bathing is permitted, subject to certain restrictions, at Brockwell-park, Victoria-park, Hampstead-heath, Parliament-hill, Clapham-common, Plumstead-common, and Tooting-common. Dressing accommodation and diving boards have been provided at the majority of these places. Special facilities for bathing are afforded to school boys and girls if accompanied by responsible teachers. Arrangements have been made whereby women and girls may bathe at Hampstead-heath, Parliament-hill, Victoria-park and Tooting-common. At the deeper ponds boatmen are provided for the safety of the bathers. Bathing.

Nearly all the plants used for bedding out are grown at the parks, the principal nurseries being situated at Battersea, Victoria, and Finsbury-parks and at Avery-hill. The majority of the trees and shrubs required for the parks and open spaces and in streets constructed or widened by the Council are grown at Avery-hill. The area of this nursery is about $10\frac{3}{4}$ acres.

The question of supplying refreshments to the public visiting parks and open spaces is one to which the Council has devoted great attention. Refreshments are supplied by contractors at all the larger parks and open spaces. Contractors are required to sell refreshments according to a tariff fixed by the Council, but each contractor may also supply according to a special tariff approved by the Council, and steps are taken to ensure that articles of good quality are supplied to the public. In all, 31 parks and other places are provided with permanent refreshment houses, or have rooms set apart for that purpose. Refreshments.

When the Council was constituted in 1889, the only animal life in its parks consisted of a few water-fowl on the lakes in Battersea, Finsbury and Victoria-parks. In 1890, however, the Council was presented with some deer and guinea pigs, which, as an experiment, were placed in Clissold park. The experiment proved successful and in the course of the following year it was extended by the provision of aviaries in Victoria and Clissold-parks. There are now aviaries at Battersea, Brockwell, Clissold, Dulwich, Finsbury, Ravenscourt, Southwark, Victoria (2) and Waterlow-parks. In addition to the deer inclosure at Clissold-park, there are others at Battersea and Victoria-parks, and at Golder's-hill. At every inclosed park where there is water there is a creditable collection of water-fowl. Crossbred and surplus varieties are periodically sold, and part of the proceeds devoted to the purchase of other varieties. Exchanges are also made with other authorities. Among the specimens of animals and birds which have been provided are pheasants, peacocks, doves, pigeons, guinea-pigs and squirrels. At the more important places special attendants are appointed to look after the birds. Animal and bird life.

As pertinent to the welfare of wild birds in the parks, it may be mentioned that, on the Council's application, the Home Secretary has issued an Order under the Wild Birds Protection Act for the protection of wild

Animal and
bird life.

birds and their eggs. The Order applies not only to the parks and open spaces, but throughout the County. The Council's by-laws with regard to parks, etc., contain provisions even more stringent than the Order for the protection of birds and their nests and eggs.

Public
meetings.

The question of public meetings at one time caused a good deal of trouble to the Metropolitan Board of Works, but a by-law was ultimately framed to enable public meetings to be held, without notice, at certain places which were large enough to accommodate crowds. Such meetings however, were to be held only between sunrise and sunset and on sites set apart for the purpose. This plan has been found to work well. Permission is almost always given to speakers to take vans on to the public meeting sites to be used as platforms, conditionally upon the vans being empty when driven over turf, and permission is also given for the use of musical instruments at meeting. No action is taken with regard to the opinions and statements of the speakers unless the language used infringes the common law. At Dulwich-park and Highbury-fields public meetings are prohibited by the Acts under which the places were secured. Certain other places have been deemed by the Council to be too small for organised gatherings, and no sites have, therefore, been provided for the purpose. Special sites have been set apart at 27 places.

The making of collections and the sale and distribution of literature in connection with public meetings is allowed upon special permission being obtained.

By-laws.

The by-laws governing the use of the parks, gardens and open spaces, which have been approved by the Home Secretary, are exhibited prominently at each place to which they refer. They bestow powers, amongst others, to prevent the cutting of turf, the damaging of trees, or the interference in any way with any of the Council's property. They also prohibit burning any materials, going into inclosures of either a permanent or temporary kind, going on the ice when it is dangerous, committing encroachments, erecting any tent or other thing, depositing any rubbish or like material, turning out animals to graze without authority, forming roads or paths or laying down pipes, riding or driving at an excessive speed or on authorised parts, drying clothes, beating carpets, washing clothes and dogs, sorting rags, letting animals on hire without a licence, shooting game or other animals, using firearms of any description, committing acts of indecency or nuisances of any kind, distributing or selling articles or collecting money without permission, misusing water-closets or urinals, playing games except where allowed, playing musical instruments, fishing without authority, holding public meetings except on the sites set apart for the same, being within any park or other inclosed place after closing time, drilling except where authorised, practising gymnastics without proper authority, or in any way interfering with the public comfort.

Advertise-
ments
regulation.

The Advertisements Regulation Act, 1907, authorises the Council (and the Corporation as regard the City of London) to make by-laws respecting the exhibition of advertisements, so as to apply to the whole or any specified part of the County of London. By-laws under the Act have to be confirmed by the Home Secretary.

Section 2 (1) provides that any local authority under the Act may make by-laws for the regulation and control of hoardings and similar structures used for the purpose of advertising, when they exceed 12 feet in height. The metropolitan borough councils will enforce within their areas any by-laws made by the Council under this sub-section. Section 2 (2) provides that a local authority may make by-laws for regulating, restricting or preventing the exhibition of advertisements in such places and in such manner, or by such means, as to affect injuriously the amenities of a public park or pleasure promenade, or to disfigure the natural beauty of a landscape. The preparation of the draft by-laws under section 2 (1) was completed during the year and they have been forwarded to the Secretary of State.

By-laws under section 2 (2) have been drafted and the schedules of parks, gardens, etc., to which the by-laws shall apply have been drawn up after long inquiry. A report recommending that the by-laws be made was submitted to the Council in May, 1912, but withdrawn for further consideration and in order that a deputation from the London Chamber of Commerce might submit its views on the proposed limitation of advertisements in London.

In January, 1896, the Council, on the motion of Sir John Lubbock (afterwards Lord Avebury) directed the General Purposes Committee to advise what course the Council should adopt in the case of the contemplated destruction of any building of historical or architectural interest. As a preliminary, steps were taken to prepare a list of such buildings in London, and the Council accordingly communicated with certain architectural, archæological and kindred societies with a view to obtaining the necessary materials. At a conference, held in December, 1896, with representatives of these societies it was thought desirable that a register should be made of buildings in London of historical or architectural interest, that the Committee for the Survey of the Old Memorials of Greater London, having already made a register of buildings in East London, should continue their work, and that the Council should print portions of the register from time to time. The Council approved generally these views, and in July, 1897, and March, 1902, authorised the printing of Volume I. of the Register, dealing with Bromley-by-Bow, the materials being supplied by the Survey Committee.*

Continuing this policy, the Council in 1898 obtained, in section 60 of its General Powers Act, authority to purchase, by agreement, buildings and places of historic or architectural interest or works of art, or to contribute towards the cost of preserving, maintaining and managing such buildings and places, and to erect and maintain or contribute towards the provision, erection and maintenance of works of art in London. The first building dealt with under this authority was No. 17, Fleet-street. The Council has also secured the insertion, in several Acts of Parliament relating to railway, etc., works, of provisions to secure that objects of interest excavated during the works shall be handed over to the Council.

* *Survey of London*. Vol. I. (No. 485). Price 10s. 6d., post free 11s.

Buildings of
historical or
architectural
interest.

Under the agreement with the Survey Committee the Council bore the expense of printing (securing the copyright for reproduction purposes, but leaving the documents in the hands of the Committee) and supplied them, free of cost, with 500 copies for distribution among their members. The arrangement not proving entirely satisfactory, fell into abeyance, and for a time no further portions of the register were published by the Council, although the Committee in 1909 issued, at their own expense, a volume relating to part of Chelsea. Materials continued to be collected both by the Council and the Committee, and it was felt that, having regard to the rapidly changing character of London, the work should not be delayed but should proceed under the Council's supervision. An amended agreement with the Committee in 1909 for five years provided for publication in the joint names of the Council and the Committee, the Council retaining financial control, bearing the cost of production and taking all receipts from sales; in return for assistance rendered, the Council agreed to supply to the Committee, free of charge, not exceeding 250 copies for distribution to members of the Committee. It was further agreed that the volume, already issued by the Committee, dealing with part of Chelsea should form Volume II. of the series. Volume III. (St. Giles-in-the-Fields, part I., Lincoln's-inn-fields) was issued in April, 1912, and Volume IV. (Chelsea, part II.) in March, 1913, was passing through the press.*

No. 17,
Fleet-street.

In 1898 attention was called to the fact that the owner of No. 17, Fleet-street, had decided to rebuild the property, and, in view of the great architectural interest of the house, and also of its possible associations with Henry, Prince of Wales, the eldest son of James I., the Council in 1900 acquired the freehold, rebuilt the back portion, which was of no interest, and restored the front. The road at this part was being widened by the Corporation of the City of London, and the Corporation agreed to only the ground floor being set back, the upper floors being allowed to overhang the street, and contributed, on certain conditions, £2,500 towards the cost. The removal of the false front revealed an early 17th-century, half-timbered front, which, though mutilated, retained intact its essential features. This was repaired and its missing features re-instated on the basis of those that remained. The chief internal feature is the large front room, known as the Council Chamber or Prince Henry's room, on the first floor, with a remarkable plaster ceiling. This, probably unique in design and perfect alike in conception and execution, is one of the best Jacobean enriched plaster ceilings. The oak-panelling on the west wall is contemporaneous with the original structure and is a very good specimen of the work of the period. The remaining panelling and the fire-place, both of the Georgian period, are of fir. The stained glass windows were presented in 1906 by the late Mr. C. Y. Sturge, at that time a member of the Council. The staircase from the first to the third floor is an excellent specimen of 18th century work.

* *Survey of London*. Vol. III. (No. 1488.) Price 21s., post free 21s. 7d. Vol. IV. (No. 1584.) Price 21s., post free 21s. 6d.

The Council Chamber is open free to the public every week day from 10 a.m. to 5 p.m. from April to September, inclusive, and to 4 p.m. during the rest of the year. After these hours it is available for use, on moderate terms, as a meeting room by learned societies.*

Until 1901, the work of systematically indicating houses in London of historical interest had been undertaken only by the Society of Arts, who had erected some 34 tablets. The Society, however, were unable to give to the matter the full attention which they felt it deserved, and the Council accordingly on 17th December, 1901, agreed to continue the work. The Council has since erected 80 tablets. A list is given in Appendix IX. Further details of these, and lists of the 72 tablets erected in London at different times by various societies or private persons are given in the three volumes published by the Council entitled *Houses of Historical Interest in London*.† In the majority of cases, following the practice of the Society of Arts, the Council has erected tablets of encaustic ware. The difficulties connected with the manufacture were so great that considerable delay in the delivery of the tablets often occurred, and for this and æsthetic reasons the Council, since 1910, has adopted designs in stone, bronze or lead, although encaustic ware is still used in special cases.

The carrying out of the Marble Arch improvement in 1908, gave Tyburn rise to a suggestion that the site of Tyburn gallows at the junction of Edgware road, Bayswater-road and Oxford-street, should be indicated. This was done in April, 1909, when a device, since removed owing to traffic difficulties, was placed in the carriageway, a bronze descriptive tablet was affixed to the balustrade on the north side of Hyde Park and an old stone inscribed "Half-a-mile from Tyburn Gate," which had been presented to the Council was fixed, approximately in its original position and with a descriptive tablet, outside No. 195, Edgware-road, a branch of the Capital and Counties Bank. The Council has published an illustrated pamphlet dealing with the history of the site and embodying the results of the investigations undertaken on its behalf.‡

During the excavations, in the early part of 1910, for the foundations of the new County Hall the remains of a Roman boat, carvel-built of oak, were discovered 19 ft. 6 in. below high water, 350 ft. north of the Westminster-bridge approach and 300 ft. east of the new embankment wall. The fragment was approximately 38 ft. in length and 18 ft. in width and, on examination, indicated that the vessel was originally about 60 ft. long, with a beam of about 16 ft. Several objects were found in and near the boat, the most interesting being four Roman coins

* The scale of charges is 15s. for one evening, 12s. 6d. an evening for a series less than 20, and 10s. 6d. an evening for a series of 20 or more. Applications should be addressed to the Clerk of the London County Council, Spring-gardens, S.W. The Council has published a brochure (No. 977, price 2d., post free 2½d.), dealing with the historical associations of No. 17, Fleet-street, and containing a full architectural description of the building.

† Price 2s., post free 2s. 3d. each. The volumes are issued also in parts, thirty-eight of which have been published (price 1d., post free 1½d.) Each volume contains twelve parts.

‡ *Tyburn Gallows* (No. 1269). Price 2d.

No. 17,
Fleet-street.

Indication of
houses of
historical
interest.

Roman boat

Roman
boat.

of the end of the third century A.D. These afford an inferior limit for its date, and it may possibly have belonged to the fleet of Allectus who, on succeeding Carausius, whom he had assassinated, as the rebel chief of Britain, was himself defeated and slain in 296 by Constantius Chlorus, the Cæsar of the West, and Asclepiodotus, the prætorian prefect. The boat, having been treated with preservatives, was offered to, and accepted by, the Trustees of the London Museum. The Council has published a fully illustrated description of the remains and an account of their possible historical associations.*

Ironmongers'
Almshouses
and furniture
museum.

Sir Robert Geffrye, Lord Mayor of London in 1686, bequeathed property of the value of £1,535 to the Ironmongers' Company for the erection and maintenance of almshouses. In 1712 a site on the east side of Kingsland-road, Shoreditch, was purchased by the Company for £220† and about 1715 the almshouses were erected at a cost of nearly £4,500. Owing to changes in the character of the neighbourhood the company decided to dispose of the property, and in 1908 an inquiry was held by the Charity Commissioners with respect to an application to sell it to the Peabody Trust, who proposed to clear the site and erect model dwellings thereon. The application was rejected by the Commissioners, but granted, on appeal, by the Court of Chancery, and the property was sold to the Trust. The houses possess many of the best characteristics of early 18th-century architectural work, and, with the garden, present a beautiful example of street architecture and garden planning. The Council, therefore, in 1911, acquired the property, including a small adjoining area belonging to the Trust. The total cost of acquisition was £34,289, towards which about £6,000 was contributed by the borough council and about £2,000 by private subscriptions.

The garden, which was named Geffrye's Garden was opened to the public on 27th July, 1912, and the Council had then to decide what use should be made of the buildings. A petition had been received in January, 1911, from a number of distinguished persons, praying the Council, as a complement to its craft training, to establish a central museum to which students could resort. The Council is considering whether the object desired could not be better secured by establishing in districts in which particular industries are localised, local museums relating to these industries, rather than by establishing a central museum which must be inconveniently situated for many, perhaps even the majority of, craftsmen. The district in which the almshouses are situated is the centre of the furniture and cabinet-making industry, and the Council, without committing itself to either of the two schemes decided on 17th December, 1912, to adapt the almshouses for use as a furniture museum. This will probably be opened at an early date.

Horniman
Museum
and Library.

The collections now installed in the Horniman Museum were commenced about forty years ago by the late Mr. F. J. Horniman, who took advantage of his travels in foreign countries to gather together objects illustrating natural history and the arts and crafts of various peoples.

* *Boat of the Roman period.* No. 1394. Price, 6d.

† *Rules, ordinances of the Worshipful Company of Ironmongers, with a brief account of the estates and charities of the Company,* p. 34.

These articles, gradually accumulating, filled one room after another of his house at Forest Hill, so that he determined to utilise the whole of the house as a museum, and to remove to an adjoining house, "Surrey Mount." From the first the museum, known as the Surrey House Museum, was opened to the public on Bank Holidays, and in 1890 this privilege was extended to three days (Monday, Wednesday and Saturday) a week. The buildings were enlarged in the year 1893, but the continued growth of the museum induced him in 1900 to erect a suitable building for the collections. This building was completed, at a cost of £40,000, from designs prepared by Mr. C. Harrison Townsend, F.R.I.B.A., and was then, with the collections which it contained, presented to the Council in February, 1901. Accompanying this munificent gift was the large house known as "Surrey Mount," with some $9\frac{1}{2}$ acres of pleasure grounds, six residences, occupying about $5\frac{1}{2}$ acres, and a library of 5,500 volumes of travel, natural history, etc., and a Biblical library containing several rare and early editions. The gift was made by Mr. Horniman through his son, Mr. E. J. Horniman, who from 1898 to 1907 was one of the representatives on the Council of the electoral division of Chelsea. It was gladly accepted by the Council and the museum and gardens were opened to the public on 29th June, 1901, by the late Duke of Fife, K.T., Lord Lieutenant of the County of London.

The building consists mainly of two large galleried halls, on different levels, known as the Lower, or South Hall, and the Upper, or North, Hall. Each hall is 100 feet long by 47 feet wide, and the total area of the whole building is 16,485 feet. The Museum is divided into two departments, Ethnology and Zoology, which practically coincide with the two halls. The South Hall is devoted chiefly to the comparative and evolutionary treatment of man's weapons, tools, implements and other appliances. The North Hall contains the zoological collections, which include reference collections of insects, shells and birds' eggs, and a number of vivaria and aquaria.

In the great majority of instances, the books included in the gift were well adapted for throwing light on the museum collections and the Council decided that any additions to the library should also be of this nature. The library therefore remained a reference library, dealing particularly with those subjects specially illustrated in the museum, and on this basis it has been brought, and kept, up to date. Not only does it not intrude upon the scope of neighbouring public libraries, but it fulfils a distinct want, as it is not possible at any of these to obtain a great portion of the information which it affords.*

Free lectures are given during the spring, autumn and winter months, the chief courses being on Saturday mornings, primarily for teachers, and on Saturday afternoons, when more popular lectures are given. In the absence of proper accommodation these lectures had to be delivered in

* The Council has published (No. 1558, price 1d., post free 2½d.) a *Guide . . . to the Horniman Museum and Library* and also, at prices varying from 1d. to 3d., a number of *Handbooks* to the museum series, a *Handbook to the Library* and a *Supplement* to this handbook.

Horniman
Museum
and Library.

a very small room, and it was, therefore, often necessary to refuse admission, as many as 100 persons having been excluded on one afternoon. The Council had been seriously considering the provision of proper accommodation when in August, 1909, Mr. E. J. Horniman generously offered to build a suitable lecture hall and to provide better accommodation for the library. This offer was gratefully accepted and the new buildings, which, in accordance with Mr. Horniman's wishes were designed by Mr. C. Harrison Townsend, were opened by Sir Archibald Geikie, President of the Royal Society, in January, 1912. The cost defrayed by Mr. Horniman was £4,539.

The new buildings have two principal floors. On the ground floor is the lecture hall with seating for 210 persons, and on the first floor are the library, reading room and book store. The reading room has seating for 24 persons and in the book-store accommodation is provided for 7,500 volumes; it is large enough to take 10,000 volumes.

The museum staff comprises a curator, a zoologist and a librarian, with a number of attendants.* The museum is open free daily as follows:—

Weekdays, April to September, 11 a.m. to 8 p.m.

Do. October to March, 11 a.m. to 6 p.m.

Sundays, all the year round, 3 p.m. to 9 p.m.

The library is open as follows:—

Weekdays, all the year round, 11 a.m. to 9 p.m.

Sundays, do. 3 p.m. to 9 p.m.

The museum is closed only on Christmas Day, and the library only on Christmas Day, Good Friday and Bank Holidays.

The attendances have been as follows:—

Year.	Attendance.	Visits by school parties.	Year.	Attendance.	Visits by school parties.
1902	238,589	about 82	1908	190,839	about 266
1903	227,714	78	1909	207,304	352
1904	233,430	97	1910	178,928	329
1905	195,430	84	1911	167,502	278
1906	177,086	101	1912	181,146	255
1907	196,964	99			

Small
holdings
and
allotments.

The Small Holdings Act, 1892, conferred upon the Council discretionary authority to purchase or hire land by agreement and to sell or let such land for the purpose of small holdings. Allotments Acts of 1887 and 1890 were already in force, but the powers thereby conferred could be exercised only by sanitary authorities within the meaning of the Public

* Dr. A. C. Haddon, F.R.S., acts as advisory curator.

Health Act, 1875, and this limited the operation of the Acts in London to Woolwich. The Council, on 14th March, 1893, decided to put the Act of 1892 into operation. Small holdings and allotments.

Owing to the definition of small holdings given in the Act of 1892, the Council was, however, precluded from letting plots of land less than one acre in extent. In order to meet the demand which existed for allotments the Council adopted the method of letting plots exceeding one acre in extent to responsible tenants, who were required by the terms of their agreements to sub-let their holdings to other persons in smaller plots. Under this arrangement the Council leased five small estates comprising about 54 acres, at Catford (1894), Plumstead (1895 and 1898), West Norwood (1896), and Charlton (1897), thereby providing allotments for about 500 sub-tenants. The limitation in area was removed by section 25 of the Small Holdings and Allotments Act, 1907, and the Council on 6th April, 1909, decided to discontinue the system of letting the estate in small holdings, and the land was consequently let in allotments direct to the cultivators, as from Michaelmas, 1909, or Lady Day, 1910, according to the terms of the tenancy agreements. In connection with main drainage and other services surplus land, amounting in all to 35 acres, has also been let by the Council in allotments direct to the cultivators, the Council's authority for letting the allotments being derived solely from its power to utilise its surplus lands.

The Small Holdings and Allotments Act, 1908, which is a consolidation of all previous Acts relating to the provision of small holdings and allotments, came into force on 1st January, 1909. The Act enables the Council to purchase or hire land situate within or without the County, by agreement, for persons who desire to buy or lease, and will themselves cultivate, the holdings, or, by compulsion, for persons who desire to lease small holdings. Schemes for the provision of small holdings must be submitted to the Board of Agriculture and Fisheries for approval, and, in default of action being taken by the Council, the Board may prepare and carry out schemes at the expense of the Council. A small holding is defined as an agricultural holding which exceeds one acre and either does not exceed fifty acres, or, if exceeding fifty acres, is at the date of sale or letting of an annual value for income tax purposes of not more than £50.

The Council is required to appoint a committee, consisting wholly or partly of members of the Council (the members of the Council to be in a majority), to whom are to be referred all matters relating to the exercise and performance by the Council of its powers and duties in regard to the provision of small holdings and allotments, except the power of raising a rate or borrowing money. The Council has appointed the Small Holdings and Allotments Committee, consisting wholly of members of the Council.

In view of the extended powers conferred by the Act of 1908, the Council at an early stage considered how best to put the Act into effective operation. The outstanding difficulty was the scarcity of suitable land within the County. The position of the Council in the

Small
holdings and
allotments.

matter is probably unique, as the conditions appertaining to the acquisition of land are such as do not apply to other county councils in the kingdom and only to a limited extent to the councils of county boroughs. Most of the vacant land in London has a prospective building value which could not altogether be ignored in the event of steps being taken for its compulsory acquisition, or hiring for a sufficiently long period to justify the necessary expenditure on the equipment of the holdings.

In order to meet any extensive demand for small holdings, the Council would, therefore, be obliged to obtain land in one or other of the adjoining counties. The difficulties arising therefrom were indicated in 1908 to the Board of Agriculture and the Council postponed taking action until the Board of Agriculture had been able to advise in the matter. The Board intimated in February, 1909, that it fully appreciated the fact that the problem of providing small holdings for London residents was a difficult and complicated one, and recognised that, if any effective action was to be taken to satisfy the demand, it could only be done by the acquisition of land without the County. The Board was of opinion that, if there were suitable applicants residing in London who desired to obtain small holdings, the duty of providing for their needs rested with the Council, and that, in view of the very large demand in every county near London, there was no prospect that the councils of any of those counties would be able, in the near future, to offer holdings to residents in London. The Board considered, therefore, that if, on inquiry, it appeared that any number of the applicants were likely to prove successful small holders, the Council should take all necessary steps to provide land for them, either by the preparation of a joint scheme under the Act, or, if that course were impracticable, by the acquisition of suitable land outside the County.

Applicants were interviewed, and on 6th July, 1909, the Council decided to ask the county councils of Essex, Middlesex, Kent and Surrey to confer as to the possibility of joint action for the provision of such holdings. The proceedings at the conference, however, showed that these councils themselves experienced difficulty in finding land to meet their own requirements, and the proposal to take joint action had to be abandoned. In 1910, an advertisement was issued inviting offers to sell farms not less than 100 acres in extent, with or without house and buildings, within 25 miles of London, but the offers received were not such as the Council could entertain. The Council on 2nd April, 1912, had under consideration a comprehensive report on the whole subject, and, being of opinion that it was not possible at the time to submit any definite proposals on the subject of small holdings, it sent to the Board of Agriculture and Fisheries a copy of the report.

The following is a statement of income and expenditure in respect of

small holdings and allotments let by the Council during the year ended 31st March, 1913, with the number of cultivators.

Small
holdings and
allotments.

Name of estate.	Income.	Expen- diture.	Surplus or deficiency.	Number of cultivators, 31st March, 1913.
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I.—*Provided under the Small Holdings and Allotments Act, 1908.*

	£	s.	d.	£	s.	d.	£	s.	d.		
(i.) Perry-rise, Catford ...	46	2	6	42	6	6	+	3	16	-	104
(ii.) Church Manorway, Plumstead (west estate) ...	54	17	6	46	14	3	+	8	3	3	123
(iii.) Church Manorway, Plumstead (east estate) ...	37	-	8	33	16	5	+	3	4	3	67
(iv.) Shooter's-hill-road, Charlton	41	15	4	36	13	10	+	5	1	6	99
(v.) West Norwood, Lambeth...	89	5	2	79	17	-	+	9	8	2	131
Interest on cash balances	10	19	11	—			+	10	19	11	—
Total	280	1	1	239	8	-	+	40	13	1	524

II.—*Provided by the temporary utilisation of surplus lands.*

(vi.) Millmeads, West Ham ...	95	5	10	108	18	7	—	13	12	9	201
(vi.) East Ham	8	3	6	6	3	8	+	1	19	10	18
(viii.) East Greenwich	43	17	11	27	17	8	+	16	—	3	104
(ix.) Sprules-road, Brockley ...	13	3	10	9	11	3	+	3	12	7	38
Interest on overdrawn cash balances	—	2	4	—	—	—	—	2	4	—	—
Total	158	7	1	152	11	2	+	5	15	11	361

CHAPTER XV.

Public assistance.

The term "public assistance" is now generally applied to those forms of aid granted by means of the machinery of the poor laws and such kindred institutions as labour bureaux. It may, however, be applied to the assistance given by the many charitable foundations, both educational and eleemosynary, and to the provision made by the State in the matter of old age pensions.

Poor law
administra-
tion.

The Council administers only one branch of public assistance in London, that of pauper lunacy. Indoor and outdoor poor relief and the provision of infirmaries for the sick poor are dealt with by the boards of guardians, and institutions for the infectious sick and the casual poor by the Metropolitan Asylums Board. The Central (Unemployed) Body, with the local distress committees, are concerned with the problem of the unemployed, and the labour bureaux are under the direction of the Board of Trade. Old age pensions are granted by the Local Pension Committee (or its sub-committees) appointed by the Council, but the investigation of claims and the disbursement of pensions are undertaken by officers in the Government service. The Council has, however, at times considered the general question of the administration of poor relief in London, more especially in connection with the investigations of the Royal Commission on the Poor Laws and Relief of Distress. The place which poor law administration should occupy in the general plan of London local government was especially considered, and a scheme for the reform of the poor law system was adopted by the Council on 10th and 17th March, 1908, and submitted to the Royal Commission. The scheme was based on the principle that the powers and duties of the poor law authorities should be merged in the general municipal government of London. It proposed that all poor law matters of local character should be entrusted to the City Corporation and the metropolitan borough councils, to which authorities should also be transferred certain services of a municipal character, such as assessments, registration of births, deaths, and marriages, and vaccination. The central poor law authority for London was to be the Council, who would undertake the administration of poor law and other powers and duties, central in character, which it was necessary or desirable should be in the hands of a central body. The scheme is summarised in the resolutions passed by the Council, which were as follows:—

(a) That while refraining from expressing any opinion on the future redistribution or apportionment of any poor law charges, whether national or local, the Council is of opinion that in the Administrative County of London the powers and duties of the poor law authorities should be merged in the general municipal government.

(b) That the City Corporation and the metropolitan borough councils should be the authorities charged with the administration of those duties now performed by the London boards of guardians which are local in their character.

(c) That to the City Corporation and the metropolitan borough councils should be transferred—

Poor law
administra-
tion.

(i.) The powers and duties of the guardians of the poor and sick asylum district managers with respect to all local poor law services, including the maintenance of workhouses, infirmaries, and casual wards and outdoor relief, except such relief as shall take the form of providing wholly or partially for the children.

(ii.) Services of a municipal character, viz.:

(1) Assessment (in the six cases where boards of guardians appoint assessment committees).

(2) Registration of births, deaths and marriages.

(3) Vaccination.

(d) That the City Corporation and the metropolitan borough councils should appoint poor relief committees (consisting, as to the majority, of members of their own bodies and a number of co-opted or appointed members, including women) for dealing with poor law services; and that the administration of other transferred duties should be amalgamated with the administration of the existing duties of those authorities.

(e) That the central poor law authority for London should be the London County Council, the membership of which for this and other purposes should be enlarged by giving to those electoral districts at present insufficiently represented their proportionate representation, and that such authority should act through appropriate committees.

(f) That the central poor law authority for London should appoint a committee consisting, as to the majority, of members of its own body, and including persons representative of the City Corporation and the metropolitan borough councils and a number of co-opted or appointed members; and that all matters relating to the exercise by the Council of its powers under this scheme, exclusive of such matters as shall be referred to other committees of the Council, should stand referred to and may be delegated to the committee so constituted, except the power of raising a rate or borrowing money.

(g) That the asylums now under the control of the Metropolitan Asylums Board, which are workhouses under the Lunacy Act, 1890, should be transferred as county asylums to the Council; and that the Asylums Committee should continue to be the visiting committee under the Lunacy Acts, but with power to co-opt members, only to such extent as shall conserve the control of expenditure to elected members.

(h) That there should be transferred to the Council, which might act through its Public Health Committee, the powers and duties of the Metropolitan Asylums Board in respect of—

(i.) Infectious diseases hospitals.

(ii.) Ambulances.

(iii.) Other health services.

(i) That there should be transferred to the Council, which might act through its Education Committee—

(i.) The powers and duties of the Metropolitan Asylums Board in respect of—

(1) Special schools for poor law children.

(2) Remand homes.

(ii.) The management of institutions and homes for poor-law children now in the hands of the guardians of the poor and the joint boards for school districts; the education of poor-law children and the maintenance of poor-law children other than those maintained in workhouses, aided where possible by local committees of management:

provided always that the cost of maintenance of poor-law children, apart from education, shall not be charged upon the amount included in the county rate for educational purposes.

(j) That such general co-ordination and control as may be necessary as regards principles of administration, the sanction of loans, the provision of buildings, classification of paupers, and the like, should be exercised by the central poor law authority for London.

Poor law
administra-
tion.

(k) That it should be the duty of the Local Government Board to frame such general rules as may be necessary to co-ordinate the practice and expenditure of the London poor law administration with that in the rest of the country.

(l) That the audit of accounts should remain in the hands of the Local Government Board.

(m) That the administration of the Metropolitan Common Poor Fund should be transferred to the London County Council.

The Royal Commission issued their report in 1909. They did not approve the scheme submitted by the Council but recommended that the Public Assistance Authority for London should be a statutory committee of the Council, to whom would be transferred the whole of the poor law work. The Council has not yet expressed any opinion on the recommendations of the Commission.

Charities.

Endowed
charities.

The total income of charities in, and available for, London is estimated at £12,000,000 a year.* The income of the charities which are regulated under the Charitable Trusts Acts forms a very small proportion of this total, only about £700,000. The Charitable Trusts Act, 1853, empowers the Charity Commissioners to inquire into all or any charities, their nature, object, and administration, and to frame schemes regulating the charities; but in regard to educational endowments in the County of London, the powers of the Charity Commissioners were transferred to the Board of Education as from 1st September, 1901. The powers of the Commissioners and of the Board are limited and the terms of trusts can be modified only within narrow limits. Further, in the case of charities whose income exceeds £50 a year, a preliminary application signed by at least a majority of the trustees is necessary.

The Council during its first year of office turned its attention to the administration of public charities. Section 3 (15) of the Local Government Act, 1888, transferred to the Council the duties of the Justices in quarter sessions relating to the registration, with the clerk of the peace, of charitable gifts under the Act 52 George III., cap. 102. The Act had, however, long been in disuse, and, as it did not appear capable of being usefully revived, the Council decided that the first step to be taken was to obtain a complete and up-to-date return of all endowed charities in the County. The Charity Commissioners supported the proposal and in 1892 agreed to conduct the inquiry, one half of the cost being borne by the Council and one half by H.M. Treasury. The inquiry lasted from 1894 to 1904, and seven volumes containing a valuable history of all London charities were issued. The total cost of the inquiry was about £17,500.

The inquiry showed that the gross income of the endowed charities in London was about £710,000, of which £215,000 was devoted to education, £80,000 to church purposes, and £82,000 to almshouses and pensions. Included in the total were the incomes of the Bridge House estates (£125,000), the Peabody Donation Fund (£67,000), and the Guinness Trust (£26,000).

Many of the charities are parochial in character and the Council has no representatives on the boards of trustees. As local education authority, the Council appoints representatives on the governing bodies of many educational foundations.†

* For details see *London Statistics*.

† A complete list is published each year in Vol. I. of the *Annual Report of the Council*.

It is the practice of the Charity Commissioners and the Board of Education to forward to the Council copies of draft schemes prepared by them relative to charities in London, and to invite the Council to submit observations thereon. Many such schemes are commented upon by the Council each year.

A large income from charitable trusts is disbursed by the Livery Companies of London. These companies belong to a class of institutions which had their origin in the craft guilds of the middle ages and which at one time were universal in Europe. The functions of the London companies (76 in number) as guardians of crafts have now wholly changed, and the prominent part they once played in the municipal government of London has long since ceased, but their organisation and corporate property remain. A Royal Commission was appointed in 1880 to inquire into all the livery companies, the objects for which they were founded, and how far those objects were being carried into effect. The Report, issued in 1884, showed that the total gross annual income of the companies might be estimated at from £750,000 to £800,000. Of this, £200,000 was in the nature of charitable trusts and was so administered, and £150,000 was devoted to public or benevolent objects similar to those for which the trust property was held. The Majority Report of the Commission held that the corporate property of the Companies was of a public nature, and that justice required the application to public purposes of large portions of it which were not then so applied, and recommended legislation with that object. The Council, at a special meeting held for the purpose in June, 1889, considered the Report of the Commission, and decided to ask the Government to introduce a Bill to give effect to the reforms indicated. Bills were subsequently introduced by private members but made no progress, and the corporate funds of the Companies are still managed at their own discretion.

It is estimated that there are between 3,000 and 4,000 blind persons in the County. In January, 1902, the Council decided to inquire into the administration of those charities in London which existed for the relief of the blind. A return showed that 4 charitable foundations provided schools, 20 provided pensions, 7 provided workshops, and 2 provided homes. The Council arrived at the conclusion that there was urgent need for more workshops in which blind persons could be employed, and asked the Charity Commissioners to endeavour, as far as they were able, to secure a larger portion of the income of the endowments for the blind being set apart for that object. The Commissioners consulted the governing bodies of the more important charities who, however, were of opinion that the need for pensions was too great to permit of the proposed change. Gardner's Trust, founded in 1882 by a bequest of £300,000, is by far the largest charity for the benefit of the blind.

Section 8 of the Old Age Pensions Act, 1908, requires the Council to appoint a committee to administer the Act in the County of London, so far as relates to the determination of claims and of questions arising after the original grant. Article 21 of the Old Age Pensions Regulations, 1908, made under the Act, empowered the Council to frame regulations as to the quorum, proceedings and place of meeting of the committee.

Old age
pensions.

The Council on 22nd September, 1908, appointed a committee, consisting of 21 members of the Council and 12 co-opted members, to hold office until 31st March, 1910, and drew up a scheme for the administration of the Act. The scheme provided for the appointment of 13 district sub-committees, each consisting of 9 members, two being members of the committee, and for the representation of the City Corporation and the metropolitan borough councils. Two women at least were to be appointed on each sub-committee. The powers of the committee were to be delegated to the sub-committees, subject to certain restrictions. The committees appointed since 31st March, 1910, have adopted the scheme, with certain modifications in procedure.

In administering the Act, the Local Pension Committee found inequalities of treatment which operated adversely against certain classes of claimants, and they arranged for the introduction of a bill in the session of 1910 to remedy this. The Government with the same object, also introduced an Old Age Pensions Bill in the session of 1911. The Committee's Bill, with amendments, became law. New regulations have also been issued under the 1911 Act. The Acts of 1908 and 1911 confer the right of a pension upon every person (a) who has reached the age of 70; (b) who has been a British subject for 20 years and has had his residence, as defined, in the United Kingdom for 12 out of the preceding 20 years; (c) whose yearly means, as calculated under the Acts, do not exceed £31 10s.; and (d) who has not incurred certain disqualifications imposed. These disqualifications are (a) being in receipt of poor relief, other than medical or surgical assistance, or certain other excepted forms of relief; (b) failure to work according to ability, opportunity and need for the maintenance or benefit of himself and those legally dependent upon him; (c) while detained in a lunatic asylum or maintained as a pauper or criminal lunatic; and (d) having within the preceding 10 years been convicted and ordered to be imprisoned without the option of a fine for a period exceeding 6 weeks, or to suffer a greater punishment; for a less sentence the disqualifying period is 2 years.

The rate of pension is determined according to a sliding scale as follows:—

Yearly means.				Rate of pension.	
Not exceeding £21	..	..	..	..	5s. a week.
Exceeding £21 but not exceeding £23 12s. 6d.	..	..	..	..	4s. „
„ £23 12s. 6d.	„	£26 5s.	..	..	3s. „
„ £26 5s.	„	£28 17s. 6d.	..	..	2s. „
„ £28 17s. 6d.	„	£31 10s.	..	..	1s. „

The yearly means of one of a married couple, living together in the same house, are taken to be half the joint means of the couple.

The central pension authority is the Local Government Board, to whom appeals against the decisions of pension committees may be made. The pension officers, who investigate all claims and questions, are under the direction of the Board of Customs and Excise, and the pensions are payable through the Post Office. All expenditure under the Acts is borne by the National Exchequer.

The numbers of pensions granted and claims disallowed in London Old age pensions, have been as follows:—

		Pensions granted.		Claims disallowed.		Total determined.
1908	..	36,108	..	2,935	..	39,043
1909	..	12,028	..	3,719	..	15,747
1910	..	21,097	..	2,571	..	23,668
1911	..	12,809	..	2,126	..	14,935
1912	..	11,600	..	2,046	..	13,646

The number of old age pensioners resident in London on the last Friday in March, 1913, was 67,137 (20,613 men and 46,524 women), or 14.2 a thousand of population. The figures for 1912 were 64,212 (19,430 men and 44,782 women). The total disbursements in old age pensions in London may be estimated at £800,000 a year.

CHAPTER XVI.

*Domestic services.***Staff.**

The number of the staff at the central offices on yearly salaries taken over by the Council from the Metropolitan Board of Works was 164, the departments in existence being those of the clerk to the Board, the accountant (now comptroller), the engineer, the architect, the solicitor, and the chemical and gas testing department. The Council at once appointed a medical officer of health and in December, 1891, organised a public health department. The work of valuation was taken from the architect's department, and a new department, named the estates and valuation department, was created in February, 1890, with a valuer as its head. The public control department was formed out of the department of the clerk of the Council in 1891; the parks sub-department out of the department of the clerk of the Council and the architect's department in 1892, and designated a department in November, 1895; the local government and statistical department out of the comptroller's department in 1893; and the housing department out of the valuer's department in 1900. The Works Department was formed in 1892 to carry out works without the intervention of a contractor, but it was discontinued in 1908. The tramways department was formed in 1899 and the stores department in 1909. The transfer, in 1904, to the Council of the work of the School Board for London added largely to the staff, and the number of departments was increased by two, the executive officer's (afterwards the education officer's) and the educational adviser's. In 1912 the local government and statistical department was discontinued, the work being transferred to other departments. The number of departments on 31st March, 1913, was 16.* The staff at the central offices of the Council, including the staff at the head offices of the tramways department, numbered on 31st December, 1912, about 2,500. The Council has approved the principle of a fixed establishment for all its departments.

The Council recruits its clerical staff by means of open competitive examinations. In the case of technical and professional officers, the appropriate professional qualifications, evidenced usually by the passing of an examination, are, as a rule, required. The Council's examinations are (a) for the classified staff, the second-class clerkship examination, (b) the examination for "minor establishment" assistants, and (c) the examination for woman typists.† All persons appointed on the permanent staff are

* The number has since been reduced to 15 by the discontinuance of the chemical and gas-testing department, the work of which has been distributed among other departments.

† Second-class clerkships, particulars and examination papers June and July, 1913 (No. 1626). Minor establishment clerkships, May, 1913 (No. 1621). Price 1s. each. Women typists, April, 1913 (No. 1625). Price 4d.

required to pass an examination by the Council's medical examiner. Staff. Medical attendance upon men in the fire brigade and main drainage services has been secured by the division of the County into districts, to which the Council has appointed local medical officers who are remunerated by fees.

The provision of accommodation for its staff has occupied the attention of the Council on several occasions. On 28th January, 1890, the Council directed a committee to consider and report as to acquiring a suitable site for new offices, and on 4th July, 1893, the purchase of a site in Parliament-street for £750,000 was recommended, but the Council did not entertain the proposal. On 14th July, 1896, the Council resolved to apply to Parliament for power to acquire a site lying between Spring-gardens and Trafalgar-square, comprising, with the site of the existing County Hall, 84,000 square feet, at an estimated cost of £813,000, but the bill was rejected by the House of Commons on 18th February, 1897. On 13th March, 1900, the Council appointed a special committee to consider the question, and on 22nd July, 1902, this committee suggested the acquisition of a site in the Adelphi of 145,926 square feet, and estimated to cost £900,000. In the division in the Council on 21st October, 1902, however, an equal number of votes was given for and against the recommendation, which therefore was not carried. Office accom-
modation.

Pursuant to a reference made by the Council on 6th December, 1904, the Establishment Committee on 18th April, 1905, submitted a report on the question of new offices. Several sites were considered, and the Council adopted the recommendation of the Committee for the purchase of a site at Westminster-bridge. This site has an area of 5-6 acres, and is bounded on the north side by the wharf and premises occupied by the Council's tramways department, on the south by the approach to Westminster-bridge, on the east by Belvedere-road, and on the west by the River Thames. The County Office Site (London) Act, 1906, sanctioned the proposal.

The scheme of development includes the formation of an embankment next the river, and the widening of Belvedere-road to 60 feet. Both these works have been nearly completed. The leading dimensions of the building will be, river frontage 800 feet, the bridge approach 260 feet and Belvedere-road 760 feet. The building will accommodate 2,750 officers.

Substantial progress has been made with the work and the dates at which it is anticipated that the various sections of the building will be completed are—Section A (Central), April, 1916; Section B (South), March, 1916; Section C (North), June, 1915.

On 4th March, 1913, the Council accepted a tender for the erection of blocks A, B and C of the superstructure, the estimated cost being £968,211.

Officers employed by the late Metropolitan Board of Works were, upon retirement on account of age or ill-health, granted pensions by the Board under the Superannuation (Metropolis) Act, 1866. The Council, however, upon coming into office, decided not to grant pensions under that Act to officers appointed subsequently, and by the London Superannua-
tion and
Provident
Fund.

Superannuation and Provident Fund.

County Council (General Powers) Acts, 1891 and 1892, power was obtained to establish a superannuation and provident fund. Persons taken into the Council's service after 21st March, 1889, contributed to this fund unless—(1) entitled to a pension under certain special Acts or (2) employed temporarily, or (3) exempted as having made adequate provision in another way, or, being employed on probation and wishing not to contribute during a probationary period of service. Under the amended scheme, however, employment on probation is not of itself recognised as ground for exemption.

An amended scheme was adopted by the Council on 16th October, 1906, and, statutory powers having been obtained in the London County Council (General Powers) Act, 1907, came into operation on 1st October, 1907. Under this amended scheme, the Council contributes sums equal to (i.) the contributions of the weekly staff, and (ii.) 3 per cent. on the pay and emoluments of the salaried staff, and (iii.) makes good any deficiency of interest earned as compared with the rate guaranteed. It also guarantees the fund generally.

In November, 1910, the Council approved a scheme for the admission to the fund of teachers in the Council's schools. The scheme for teachers provides similar benefits to those given under the amended scheme. The complementary sections apply to all teachers who contribute under the Elementary School Teachers (Superannuation) Acts, 1898 to 1912, and supplements the benefits given under the Government scheme to the extent necessary to allow of a contributor receiving a total pension which would as nearly as possible equal that which he would obtain if he had contributed under the amended scheme. The full sections apply to all other teachers, and contributions and benefits are based on the full salary. Section 31 of the London County Council (General Powers) Act, 1912, empowered the Council to admit to the Fund certain teachers in non-provided schools who were previously not eligible to contribute on account of their not being contributors under the Elementary School Teachers (Superannuation) Acts, 1898 to 1912.

The Superannuation and Provident Fund accordingly comprises:—
 (1) The original scheme which applies to those officers and employees who did not elect to come under the amended scheme in 1907. No new entrants have been admitted under this scheme since 30th September, 1907.
 (2) The amended scheme under which persons now appointed on the permanent staff (other than teachers) are required to contribute.
 (3) The scheme for teachers which came into operation on 1st April, 1911. The contributors under these three divisions numbered on 31st March, 1913, 410, 6,631 and 17,004 respectively.

By Part IV. of the London County Council (General Powers) Act, 1912, the Council has power to grant to officers and servants originally under the Metropolitan Board of Works and pensionable under the Superannuation Act of 1866, superannuation and other benefits on the lines of those granted to civil servants under the Superannuation Act, 1909.

Fire Insurance Fund.

The Council established in 1904 a Fire Insurance Fund, by which all its freehold property, except certain special cases, is insured against loss or damage by fire. Leasehold property held by the Council or

properties of the Council let on building leases are not included in the fund. The total of the insurances on 31st March, 1913, of properties under the control of the various Committees, etc., was £13,708,516. Fire Insurance Fund.

Up to 31st March, 1912, the rates of premium charged in respect of properties insured with the fund were the usual commercial rates, less 15 per cent. agency commission. Having regard to the strong financial position of the fund, the Council on 1st August, 1911, decided that, as from 1st April, 1912, a reduction of 10 per cent. in the gross premiums should be made, which, added to the sum deducted for commission, means a total abatement from commercial rates of 25 per cent.

The Council issues weekly, under the editorship of the clerk of the Council, an official publication, the *London County Council Gazette* (price 1d.). It contains:—(1) All legal and statutory notices issued by the Council and other notices connected with the Council's work which it is desirable should be brought to the special notice of the public; (2) particulars of all contracts for which tenders are publicly invited by the Council; (3) particulars of tenders received by the Council; (4) information as to the rates of pay attached to appointments in the Council's service generally and the steps to be taken to obtain such appointments; (5) particulars of appointments offered by the Council; and (6) instructions, advice, etc., to teachers and others in the service of the Council. London County Council Gazette.

The contracts entered into by the Metropolitan Board of Works for the supply of stores were usually for three years. The Council, in April, 1891, appointed a Committee, consisting of representatives of the chief spending Committees, to deal with the question, and as a result of their examination, it was decided that the contracts should be for only one year, the items being divided into a number of schedules, and that each item in the schedules might be tendered for separately. In order to do away with "homework," a fruitful cause of "sweating," contractors for the supply of clothing and boots were bound under penalty to execute the whole of the work in their own factories. Contractors had to declare that they paid such wages and observed such hours of labour as were generally accepted as fair in the trade, but in 1896 contractors were required to declare that they paid wages and observed hours of labour recognised by the trades unions. In 1897 the minimum rates of pay for clothing were specified in the contracts. Supply of stores.

Various other improvements were introduced from time to time, and the question of re-organising the system was also considered, but it was not until 1908-9 that definite action was taken. At that time, in addition to the stores depots under the direction of the Stores Committee, there were a large number of depots under the control of the various executive committees, at which stocks were kept, and from which orders were issued to contractors. No one committee was cognisant of the whole of the purchases of stores and materials, and it was felt that, in order to ensure uniformity of method in purchasing, uniform conditions of contract, and purchase on the best possible terms, it was essential that one committee should arrange for the whole of the contracts and quotations for the supply of goods, other than engines, boilers, tramcars, and other similar articles, the production of which

Supply of
Stores.

is in the nature of work of construction rather than manufacture. It was considered that by the amendment of the stores system on the lines indicated, the requirements of the Council's departments would be so focussed that it would be possible to purchase goods in larger quantities and consequently at cheaper rates than at present. The Council agreed to these views and in December, 1909, reconstituted the Stores Committee as the Stores and Contracts Committee with the necessary powers, and in October, 1909, formed the Stores Department with a chief officer at its head. The Committees which deal largely in stores appoint representatives on the Committee.

The stationery section is accommodated in freehold premises in Clerkenwell-close, taken over from the late School Board for London in 1904, the general section in premises in Ray-street, Clerkenwell, a short distance away, which were taken in 1908, on a lease terminable at Michaelmas, 1915, 1922 or 1929, and the furniture section in Clerkenwell-close and in premises at Quebec-wharf, Kingsland-road, held on a yearly tenancy. Some accommodation under the Hugh Myddelton schools, Clerkenwell, adjoining the Clerkenwell-close stores, is also temporarily used as a store for furniture, timber, etc. Temporary buildings have been erected on some of the Council's surplus land near Aylesbury-street for the accommodation of part of the clerical staff.

In 1911 the Council decided, as an experiment, to obtain direct from a colliery or collieries a portion (about 7,000 tons) of the house coal required during the year 1911-12. Tenders were accordingly obtained and a contract entered into with a colliery for the supply of 7,000 tons of coal for the schools, offices, etc., in the central part of the County, including the central offices. A contract was also arranged for the necessary cartage. On 19th March, 1912, the Council decided to continue the experiment for another year and to include the steam coal required for the schools, offices, etc., in the same area. The estimated quantity of this coal was 3,800 tons, making a total of 10,800 tons. The total requirements of the Council are about 250,000 tons of coal and 20,000 tons of coke; the former figure includes 150,000 tons of steam coal for the Greenwich electricity generating station.

Invitation of
tenders.

In accordance with the Council's general principle of inviting tenders by open competition, it was the practice to insert a separate advertisement, in suitable papers, inviting tenders. Under this system any firm might tender, and it was impossible, in the short time available before it was necessary for tenders to be accepted, to make the inquiries necessary to ensure that only reliable and satisfactory firms were accepted, and, as a result, difficulties and delays were met with afterwards. To obviate this, the Council on 30th July, 1912, decided to issue a comprehensive advertisement twice a year in a number of trade and daily papers (the same advertisement appearing in the *London County Council Gazette* each week) inviting tenders. On receipt of each application any necessary inquiries are made as to capacity, conditions of labour, etc., and, subject to the result being satisfactory, the name of the applicant is at once placed on the appropriate list or lists, which also include such other known satisfactory firms as the Committee may consider

desirable. Forms of tender are sent, as issued, to all firms on the list or lists concerned. The new arrangements apply to all stores and general maintenance contracts, except printing, bookbinding, coal and coke, and such other contracts as the Council may from time to time determine. Invitation of tenders.

In 1912 the estimated value of items in the contracts in respect of which the probable quantities required were given was £378,140. The number of requisitions dealt with was about 120,000 and the value of goods supplied was about £320,000.

The clerk of the Council is responsible for the conduct of the Council's Printing printing work, other than printing incidental to the supply of stationery. The work is divided into thirteen contracts, which are let among eight firms. The annual value of the work is about £35,000.

The Council's library comprises books, maps, prints, etc., taken over from the Metropolitan Board of Works, and similar works which are purchased by, or presented to, the Council from time to time. Purchases are regulated by a scheme approved by the Council on 23rd July, 1907, which provides that the library at the County Hall shall consist of: (i.) municipal histories and records; (ii.) London histories and records; (iii.) works on local government, London local government, local taxation, London local taxation, and local government services; (iv.) statistics; (v.) works on educational administration; and (vi.) general reference books. The chief presentations have been (a) the Harben Bequest, in 1910, by the late Mr. H. A. Harben, who was a member of the Council from 1898 to 1907, and (b) the Sturge Bequest, in 1911, by the late Mr. C. Y. Sturge, who was a member of the Council from 1904 to 1911. The library is available not only as a reference library but also as a lending library, books borrowed having to be returned within one month from the date of issue. In July, 1909, the portion of the library which, relating to education, was kept at the Education Offices, was formed into a special education reference and circulating library, the administrative portion of the library being transferred to the library at the County Hall.* Council's library.

Under section 83 (11) of the Local Government Act, 1888, the clerk of the Council, subject to the directions of the Council, is responsible for the custody of the records and documents of the County of London, other than those relating to sessions which are in the custody of the clerk of the peace. County records.

The Council possesses the official documents formerly belonging to the several Commissioners of Sewers who exercised jurisdiction over what is now the County of London. The earliest of these relate to the Surrey and Kent Commission of Sewers, which was instituted under an Act of Henry VIII. in 1514 or 1515, and consist of the minutes of the Commission, in 24 volumes, commencing in January, 1569. Some gaps occur, but from after 1703 to 1847 they are continuous. The other collections of minutes are those of the Greenwich Commission (1625-1847), Poplar Commission (1629-1847), Westminster

* See p. 62.

County
records.

Commission (1659-1847), Tower Hamlets Commission (1702-1847), Holborn and Finsbury Commission (1716-1847), St. Katherine's Commission (1782-1841) and the Metropolitan Commission of Sewers, from 1847 to the formation of the Metropolitan Board of Works in 1855. The Council, as lord of the manor of Tooting Beck, also possesses a series of Court Rolls of that manor from 1394 to 1888.

Several of these records contain topographical details not obtainable from any other source, and the Council has commenced to publish transcripts. Two volumes were issued in 1909, one consisting of a transcription of the minutes of the Surrey and Kent Commission of Sewers from 1569 to 1579, and the other containing the Court Rolls of the Manor of Tooting Beck from 1394 (at which date the series belonging to the Council begins) until the end of the reign of Henry V. (1422).^{*} Both volumes contain practically an exact transcript of the original entries, and the contents indicate the wealth of the topographical and other interesting information which is contained in the records, as well as give an insight into the working of obsolete forms of local government.

^{*} *Court Minutes of the Surrey and Kent Sewer Commission from 1569 to 1579* (No. 1325, price 5s.), and *Court Rolls of Tooting Bec Manor from 1394 to 1422* (No. 1326, price 5s.).

APPENDIXES.

Kennington ..	78,313	72,688	15.8	16.3	12,359	43.5	12,075	48.6	11,842	54.2	11,824	54.0	12,286	59.6
Kensington, North ..	87,708	84,513	13.6	16.3	11,916	37.9	12,974	47.6	14,770	52.0	13,312	52.5	14,352	48.4
" South ..	85,365	83,818	15.3	17.4	13,091	23.2	13,923	30.6	14,539	46.1	14,193	37.8	15,182	38.8
Lambeth, North ..	59,542	53,054	14.0	14.6	8,361	37.1	8,263	34.9	8,237	54.4	7,734	52.7	7,582	59.7
Lewisham ..	128,346	160,963	15.9	19.3	20,379	36.1	24,055	44.8	28,217	64.3	29,919	47.0	32,582	47.5
Limehouse ..	55,981	52,329	13.8	14.0	7,729	43.0	7,640	52.2	8,022	51.2	7,403	52.9	7,597	61.7
Marylebone, East ..	58,677	49,906	15.5	19.6	9,066	42.9	8,743	53.2	9,411	54.3	9,204	45.8	9,704	47.4
" West ..	73,618	67,278	15.7	18.9	11,579	37.8	11,578	45.0	12,255	58.2	11,907	43.7	12,695	48.6
Mile End ..	48,867	47,880	13.7	13.9	6,696	49.2	6,400	59.3	6,839	59.1	6,401	62.6	6,765	62.6
Newington, West ..	61,279	58,636	16.2	21.8	9,934	38.7	10,478	44.5	12,483	52.3	11,998	50.5	11,047	49.0
Norwood ..	85,730	93,219	16.5	19.4	14,140	45.3	15,257	54.2	16,278	66.5	16,986	54.9	18,716	51.6
Paddington, North ..	72,214	72,939	14.1	20.5	10,191	37.7	11,478	49.0	15,664	53.2	15,117	52.6	15,175	54.0
" South ..	55,114	54,180	14.7	17.7	8,084	26.4	8,793	40.9	9,582	48.4	9,375	44.9	9,326	45.2
Peckham ..	91,448	89,925	15.3	17.9	13,959	40.6	14,373	39.4	18,538	50.3	14,655	54.6	17,237	60.8
Poplar ..	78,332	75,677	14.7	14.3	11,517	*	11,058	46.8	13,263	46.5	10,088	47.9	10,834	43.7
Rotherhithe ..	70,248	66,037	15.8	16.0	11,102	47.6	10,330	53.9	13,199	53.9	11,820	49.7	10,539	55.1
St. George, Hanover Sq.	76,734	69,641	16.7	18.5	12,803	29.7	12,807	39.8	13,477	50.0	12,418	41.9	12,817	40.1
St. George, Tower Hamlets	51,193	48,666	8.2	7.9	4,180	53.8	3,951	62.7	4,751	63.1	3,766	70.2	3,845	60.6
St. Pancras, East ..	60,276	57,402	14.3	20.6	8,617	51.4	8,713	61.0	12,470	54.6	11,899	55.3	9,153	55.0
" North ..	59,375	58,026	14.5	21.1	8,630	55.2	8,993	53.3	12,162	61.1	12,396	53.8	9,825	62.2
" South ..	55,495	45,598	13.2	16.3	7,353	46.1	6,904	48.9	7,972	57.6	7,668	52.3	6,617	56.1
" West ..	59,766	57,582	14.7	19.3	8,814	51.2	8,650	49.7	10,943	54.9	11,046	55.8	9,345	63.8
Southwark, West ..	62,687	55,451	16.0	19.7	10,043	*	9,077	42.9	10,726	54.0	10,815	51.0	8,979	55.7
Stepney ..	63,698	63,194	10.4	8.4	6,631	56.8	6,081	64.9	6,584	59.2	5,343	64.8	5,304	68.3
Strand ..	53,297	40,894	21.9	26.3	11,692	34.6	11,000	32.3	10,475	42.7	10,720	35.2	10,719	36.1
Walworth ..	60,893	58,463	14.7	20.1	8,938	43.3	8,634	49.3	11,046	48.0	10,885	46.4	9,349	51.2
Wandsworth ..	179,877	(b) 253,412	15.3	19.5	27,624	42.5	34,453	44.3	43,269	56.8	48,111	40.8	48,916	43.8
Westminster ..	50,790	47,379	19.0	20.7	9,638	26.0	9,595	33.3	10,664	43.6	9,950	39.5	9,614	47.0
Whitechapel ..	78,634	67,526	7.6	7.6	5,962	47.2	5,474	62.3	5,630	64.8	5,143	55.8	5,177	55.3
Woolwich ..	117,170	121,381	14.5	18.1	17,019	40.1	19,514	58.0	22,830	73.0	21,084	70.5	22,436	71.7
Total for County	4,536,541	4,521,685	15.7	18.0	711,575	40.8	731,370	45.7	840,730	55.5	795,713	51.0	803,715	52.2

(a) The magnitude of this figure is due to the smallness of the City residential population.

(b) There were two adjustments of the county boundary between 1901 and 1911; viz., Mitcham and Wandsworth (1904) and Hackney and Tottenham (1908), resulting in a loss of 108 and 161 respectively on the 1901 census population. The 1901 population refers to North Hackney, Wandsworth and the County as then constituted and the 1911 population to those areas as now constituted.

(c) Election held on a Saturday.

(d) Election held on a Thursday.

APPENDIX II.

CORONERS' DISTRICTS AND OFFICES.

District.	Parishes in District.	Office.
Western ...	Chelsea (excluding those parts within the Franchise Coroner's District of Westminster; Fulham; Hammersmith; Kensington (excluding those parts within the Franchise Coroner's District of Westminster); Paddington; St. George's, Hanover-square (those parts which are not included in the Franchise Coroner's District of Westminster); St. Margaret and St. John (those parts which are not included in the Franchise Coroner's District of Westminster); St. Marylebone.	15, Pembroke-villas, W.
Central ...	Clerkenwell; Charterhouse; Furnival's-inn; Glasshouse-yard; Gray's-inn; Hampstead; Islington; Lincoln's-inn (excluding that part which is within the Franchise Coroner's District of Westminster); Liberty of the Rolls; Saffron-hill; St. Andrew, Holborn; St. Clement Danes (those parts which are not included in the Franchise Coroner's Districts of Westminster or the Duchy of Lancaster); St. George-the-Martyr, Holborn; St. George, Bloomsbury (excluding that part which is within the Franchise Coroner's District of Westminster); St. Giles-in-the-Fields (excluding that part which is within the Franchise Coroner's District of Westminster); St. Luke, Finsbury; St. Martin-in-the-Fields (that part which is not included in the Franchise Coroner's District of Westminster or in the District of the King's Household); St. Pancras; St. Sepulchre; Staple-inn.	4, Gayton-road, Hampstead, N.W.
Westminster ...	St. George's, Hanover-square; St. Anne, Soho; St. Clement Danes; St. Mary-le-Strand; St. Paul, Covent-garden; St. James, Westminster; St. Martin-in-the-Fields; St. Margaret and St. John.	Coroner's Court, Horseferry-road, Westminster, S.W.

North-Eastern ...	Bethnal-green; Hackney; Shoreditch; Stoke Newington	...	396, Camden-road, N.
Eastern ...	Aldgate (excluding that part within the Franchise Coroner's District of the Tower of London Liberty); Christchurch, Spitalfields; Limehouse; Mile-end New Town; Mile-end Old Town; Norton Folgate; Poplar Borough; Rattleiff; St. George-in-the-East (excluding that part within the Franchise Coroner's District of the Tower of London Liberty); Shadwell; Wapping (excluding that part within the Franchise Coroner's District of the Tower of London Liberty); Whitechapel (excluding those parts within the Franchise Coroner's District of the Tower of London Liberty).	...	170, Church-street, Stoke Newington, N.
Liberty of Tower	Tower of London and the Liberties thereof	...	170, Church-street, Stoke Newington, N.
City of London and Borough of Southwark	City of London; and the following parishes in Southwark—St. George-the-Martyr; St. Olave; St. John, Horselydown; and St. Thomas.	...	Coroner's Office, City Mortuary, Golden-lane, E.C.
Duchy of Lancaster	The Parish of Clapham	...	56, Tulse-hill, S.W.
Duchy of Lancaster	The Precinct of the Savoy	...	Coroner's Court, Horseferry-road, Westminster, S.W.
South-Western ...	Battersea (excluding those parts within the Franchise Coroner's District of the Duchy of Lancaster); Lambeth (that part which lies to the north and west of a line drawn along the centre of Kennington-park-road and Clapham-road and is not included in the Franchise Coroner's Districts of the Duchy of Lancaster or the Borough of Southwark); Wandsworth Borough (that part which lies to the west of a line commencing at a point in the Parish boundary in Upper Tooting-park, opposite the centre of St. James-road, and drawn in a continuing direction of the centre line of Upper Tooting-park to the centre of Trinity-road, thence along the centres of Trinity-road and Tooting Bec-road to the Boundary of the ancient Parish of Tooting, thence eastward, southward and westward along such boundary to the boundary of the County of London).	...	Coroner's Court, Horseferry-road, Westminster, S.W.

CORONERS' DISTRICTS AND OFFICES—*continued*.

District.	Parishes in District.	Office.
Southern...	Camberwell ; Christchurch, Southwark ; Lambeth (that part which lies to the south and east of a line drawn along the centres of Kennington-park road and Clapham-road, and is not included in the Franchise Coroner's District of the Duchy of Lancaster) ; Newington ; St. George-the-Martyr, Southwark (those parts which are not included in the Franchise Coroner's District of the Borough of Southwark) ; St. Saviour, Southwark (excluding that part which is in the Franchise Coroner's District of the Borough of Southwark) ; Wandsworth Borough (that part which lies to the east and north of the ancient Parish of Tooting and a line drawn along the centres of Tooting Bec-road and Trinity-road, to a point opposite the centre of Upper Tooting-park, and thence to the boundary of the Parish in Upper Tooting-park at a point opposite the centre of St. James-road, excluding therefrom those parts of the Parish within the Franchise Coroner's District of the Duchy of Lancaster).	56, Tulse-hill, S.W.
South-Eastern ..	Bermondsey (excluding those parts within the Franchise Coroner's District of the Borough of Southwark) ; Charlton and Kidbrooke ; Deptford, St. Nicholas ; Deptford, St. Paul ; Eltham ; Greenwich ; Lewisham ; Plumstead ; Woolwich.	26, Croom's-hill, Greenwich, S.E.

APPENDIX III.

POSITION OF COUNCIL'S DEBT ON 31ST MARCH, 1913.

Gross Debt outstanding—	£	s.	d.	£	s.	d.
(a) Consolidated Stock at par value (including £2,701 5s. 11d. unclaimed for 10 years):	71,871,701	17	2			
(b) London County Bills — Principal moneys raised	483,348	9	5			
(c) Loans of former County of Middlesex (Act of 1888)	14,920	—	—			
(d) Balances of loans advanced by the Public Works Loan Commissioners—						
To the late School Board for London	1,559,025	13	2			
To the Metropolitan Asylums Board	2,175	—	—			
				1,561,200	13	2
				73,931,170	19	9
(e) Balances of advances from the Consolidated Loans Fund—						
To late School Board for London —	£	s.	d.			
Balances of loans advanced and subsequently transferred to the Council	2,117,265	13	8			
To Camberwell Metropolitan Borough Council—Balance of loan advanced and subsequently transferred to the Council	8,304	13	2			
To Capital Accounts under annual Money Acts	9,123,505	14	7			
				11,249,076	1	5
				85,180,247	1	
Deduct—Assets applicable to the redemption of debt—						
(a) Loans advanced to other authorities and outstanding	15,239,238	15	3*			
(b) Loans advanced to sundry persons under the Small Dwellings Acquisition Act, 1899, and outstanding	2,398	10	11			

* Excluding £157,281 18s. 8d. balances of loans advanced out of Superannuation Funds.

- (c) Balances of principal contained in annuities receivable from—
 Middlesex County £ s. d.
 Council--Financial
 adjustments (Act
 of 1888) 26,580 15 5

Sundry out-county
 local authorities,
 under various Acts
 of Parliament, in
 respect of main
 drainage debt .. 140,321 7 2
 166,902 2 7

- (d) Surplus lands and property (based on valuation approved by H.M. Treasury) 6,775,217 - -

- (e) Balances of Consolidated Loans Fund—
 On advances from
 the Fund (as
 above) 11,249,076 1 5
 In hand 348,571 2 8
 11,597,647 4 1
 33,781,403 12 10

Net debt, after deducting sinking fund assets,
 on 31st March, 1913—

Rate services †38,696,322 17 6
 Revenue producing undertakings †12,702,520 10 10
 †51,398,843 8 4

† Apportionment affected by allocation of stock issue expenses on new system approved by H.M. Treasury on 30th May, 1912.

APPENDIX IV.

CAPITAL EXPENDITURE OF THE COUNCIL TO 31ST MARCH, 1913.

	Total. £	Percentage of grand total.
Rate services—		
Asylums	2,937,444	5·84
Bridges	663,869	1·19
Central offices (including New County Hall) ...	913,786	1·81
Coroners' Courts	28,355	·05
Education—		
Elementary	2,556,925	5·08
Higher	1,039,491	2·06
Electricity Meter Testing	3,926	·01
Financial Adjustments (Acts of 1888 and 1899) ...	42,428	·09
Fire Brigade	1,323,649	2·63
Gas Meter Testing	36,755	·07
Historical Buildings	31,093	·06
Horniman Museum	619	—
Housing of the Working Classes Act, 1890—		
Unhealthy areas	951,275	1·89
Industrial Schools (Feltham and Mayford) ...	30,151	·06
Inebriate Reformatory, Farmfield	44,025	·09
Main Drainage	5,572,043	11·08
Parks and Open Spaces (excluding Parks Boating, see below)	1,203,486	2·59
Places of Detention (see also last item below) ...	11,869	·02
Quarter Sessions (New Court House)	69	—
Steamboats and Piers	302,517	·60
Street Improvements	11,502,033	22·87
Thames Embankments	41,321	·08
Thames Embankment Extension and Improvements at Westminster	1,304,143	2·59
Thames Floods Prevention	793	—
Tunnels	3,066,781	6·10
Weights and Measures Testing	62,177	·12
Woolwich Ferry	105,234	·21
Workshops and Store Yards (late Works Depart- ment)	36,728	·07
Revenue-producing services—		
Working-class dwellings—		
Housing of the Working Classes Act, 1890 ...	2,217,381	4·41
Improvement and other Acts	743,351	1·47
Tramways... ..	12,618,843	25·09
Small Holdings and Allotments	869	—
Parks Boating	5,482	·01
	49,345,822	98·12
Stores	37,509	·07
Expenses of issue of stock	211,651	·42
Expenditure represented by loans transferred from—		
Former counties of Middlesex, Surrey and Kent (Act of 1888)	695,353	1·38
Metropolitan Asylums Board in respect of Places of Detention (Children Act, 1908)—see also above ...	7,213	·01
GRAND TOTAL	50,290,335	100·00

APPENDIX V.
TOTAL ALTERATIONS IN THE ACCOMMODATION OF NON-PROVIDED SCHOOLS EFFECTED SINCE THE SURVEY.

Period.	"Unsuitable " schools.						" Suitable " schools.						Net effect on survey accommodation.		
	Schools or parts of schools closed. (a)		Schools or parts of schools hired or trans-ferred. (a)		Schools or parts of schools for the remodelling of which plans were approved.		Schools or parts of schools closed.		Schools or parts of schools hired or trans-ferred.		New schools opened.			Modifications made in survey decisions.	
	No.	Accommodation (as recognised by late Authority).	No.	Accommodation (as recognised by late Authority).	No.	Accommodation when re-modelled.	No.	Accommodation.	No.	Accommodation.	No.	Accommodation.		No.	Gain of accommodation.
May, 1905, to 31st March, 1906 ...	24	7,449	—	—	13	4,713	5	1,217	—	—	—	—	48	810	Gain, 4,306.
1st April, 1906, to 31st March, 1907	34	9,154	—	—	22	6,835	9	2,121	2	637	3	813	84	2,816	Gain, 7,706.
1st April, 1907, to 31st March, 1908	4	1,671	1	622	9	3,409	5	920	—	—	—	—	130	1,686	Gain, 4,175
1st April, 1908, to 31st March, 1909	1	450	2	870	2	801	5	1,097	2	800	(b)	216	33	618	Loss, 262.
1st April, 1909, to 31st March, 1910	—	—	—	—	1	400	—	—	—	—	—	—	2	10	Gain, 410
1st April, 1910, to 31st Dec., 1910	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Total	62c	18,724	3	1,492	47	16,158	23d	5,355	4	1,437	3	1,029	297	5,940	Gain, 16,335.

(a) The unsuitable schools which have been closed, hired or transferred do not reduce the accommodation as fixed by the survey; they are, however, included here for convenience of reference.

(b) One of the new schools opened in 1906-7 was subsequently enlarged by the addition of 216 places.

(c) Part of a school was closed before and part after 31st March, 1906, making a total of 62 schools or parts of schools closed.

(d) Part of a school was closed before and part after 31st March, 1908, making a total of 23 schools or parts of schools closed.

Name of undertaking. (1)	Locality. (2)	Date of transfer. (3)	Length (street miles). (4)	Cost of acquisition. (5)	Remarks. (6)
		<i>North of the Thames.</i>		£	
(1) London Street Tramways — Permanent - way and buildings	Hampstead-road, Camden-road, Pancras-road, Junction-road, etc.	1895 and 1896	4 $\frac{1}{2}$	225,572	These lines, exclusive of cars, etc., were purchased from the companies and leased to the North Metropolitan Tramways Company from June, 1896, until June, 1910. Lease surrendered 31st March, 1906, and lines since worked by the Council. All those lines which have been reconstructed have been electrified on the conduit system, except a portion of the Aldgate to Bow tramways from Burdett-road to the County boundary.
(2) North Metropolitan Tramways—Permanent - way and buildings	Practically all the horse tramways in North London other than (1) were owned by this Company	1896	35 $\frac{1}{2}$	580,307	
*Northern Tramways — Cars, plant, etc.	—	1906		224,971	Purchased in connection with the surrender to the Council of the lease to the North Metropolitan Tramways Company.
(3) Lea-bridge, Leyton and Walthamstow Tramways (portion in London)	Lea-bridge-road	1908	$\frac{3}{4}$	8,189	Horse tramways electrified by the Council on the overhead system.
(4) Highgate-hill Tramways	From the Archway Tavern to Highgate Village	1909	$\frac{3}{4}$	13,217	The Council obtained powers to purchase and reconstruct the whole of these narrow gauge cable tramways, a portion of which is situated in Hornsey (county of Middlesex). This portion, when reconstructed, was purchasable from the Council by the Middlesex County Council in the exercise of their powers under the Council's Act. The tramways have been reconstructed on the standard gauge on the conduit system.

* Purchased from North Metropolitan Tramways Company by special arrangement, in addition to which £97,787 was paid as compensation for the surrender of the Company's lease.

Name of undertaking. (1)	Locality. (2)	Date of transfer. (3)	Length (street miles). (4)	Cost of acquisition. (5)	Remarks. (6)
(5) Harrow-road and Paddington Tramways (portion in London)	Harrow-road	1909	1½	40,632	Worked on overhead system by the Metropolitan Electric Tramways Limited, under a provisional agreement. Running powers granted to the Company for 21 years, determinable by the Council at end of first 7 or 14 years.
(6) Seven-sisters-road Tramways (between Blackstock-road and Greenlanes)	—	1912	½	7,350	Worked jointly by the Council and the Metropolitan Electric Tramways, Ltd., in connection with mutual through running arrangements.
(7) London Tramways	Kennington-park-road, Newington-causeway, New Kent-road, St. George's - road, London-road, etc. From Greenwich - road to Rushey-green, via South-street and Lewisham-road Battersea-park-road, * York-road, Wandsworth - road, Falcon-road, etc.	1899	24½	882,043	Reconstructed on the conduit system and worked by the Council.
(8) South Eastern Metropolitan Tramways		1902	2½	50,167	Do.
(9) South London Tramways		1902	13½	232,179	Do.
(10) London, Deptford and Greenwich Tramways	Tooley-street, Jamaica-road, Lower - road, Evelyn - street, Spa - road, Grange - road, Southwark - park - road, and Rotherhithe New-road.	1904	6½	96,327	The lines in Tooley-street, Jamaica-road, Lower-road, and Evelyn-street, have been re-constructed on the conduit system. The lines in Spa-road have been abandoned, while the remaining lines are still worked by the Council by horse traction.
(11) London, Camberwell and Dulwich Tramways	Hollydale-road, Bayard-street, Choumert - road, Adys-road, Crystal Palace-road, etc.	1904	2½	6,544	The lines were derelict when the Council purchased them, and were taken up in 1906.

(12) Woolwich and South East London Tramways	Woolwich-road, George-street, Church-street, High-street, Plumstead-road, etc.	1905	4 $\frac{3}{4}$	49,931	Worked by the Council partly on the conduit and partly on the overhead system. A short portion between Chapel-street and Nile-street has not yet been electrified.
(13) London Southern Tramways	From Vauxhall to Camberwell-green, <i>via</i> South Lambeth-road, Stockwell-road, Gresham-road and Coldharbour-lane to Camberwell-green and from Coldharbour-lane <i>via</i> Milkwood-road to West Norwood High-street, Plumstead	1906	3 $\frac{3}{4}$	63,256	Reconstructed on the overhead system, except the lines in South Lambeth-road and Stockwell-road, which were electrified on the conduit system.
(14) Bexley Urban District Council Tramways (portion in London)		1908	1 $\frac{1}{2}$	1,190	The Council obtained special powers in 1904 to purchase this short length of line for the Beresford-square to Abbey-wood tramways, subject to the district council being granted running powers over the tramways from Wickham-lane to Beresford-square. The lines are worked on the overhead system.

APPENDIX VII.

NEW TRAMWAY LINES CONSTRUCTED BY THE COUNCIL.

Description of tramways.	Approximate length (street miles).	System of traction.	Date of authorising Act.	Date of opening for public traffic.	Remarks.
Short extensions and junctions in Bermondsey and Southwark	—	Conduit	1901	August and September, 1904	—
Extension of Tooting tramways along Tooting High-street to Tooting-broadway and along Defoe-road	$\frac{3}{8}$	Conduit	1901	August, 1905	Constructed to obtain improved terminal facilities.
Archway Tavern, <i>via</i> Archway-road to county boundary beneath High-gate-archway	$\frac{3}{8}$	Overhead	1901	December, 1905	These lines are leased to, and worked by, the Metropolitan Electric Tramways, Ltd. (the lessees of the Middlesex County Council).
New Cross-road, <i>via</i> Lewisham High-road, to the Obelisk, Lewisham	$1\frac{1}{4}$	Conduit	1904	January, 1906	—
Aldwych, under Kingsway, to Southampton-row, and new lines in Rosebery-avenue $\frac{3}{4}$ and St. John-street (part of)	$1\frac{3}{4}$	Do.	1900 and 1902	February, 1906	A portion ($\frac{1}{2}$ -mile) of these tramways is laid in a subway under Kingsway, etc.
Greenwich terminus, <i>via</i> Woolwich-road and Blackwall-lane, to Blackwall-tunnel	1	Do.	1904	June, 1906	—
Across Vauxhall-bridge	$\frac{3}{8}$	Do.	1896 and 1906	August, 1906	The new Vauxhall-bridge was opened on 26th May, 1906.
Defoe-road, <i>via</i> Garratt lane, South-street, and Red Lion-street to York-road	$2\frac{1}{2}$	Do.	1901	August, 1906	—
Camberwell - green, <i>via</i> Denmark-hill, Champion - park, Grove-lane, Dog Kennel-hill, Grove-vale and Lordship-lane to Dulwich library	$2\frac{3}{8}$	Do.	1902 and 1904	November, 1906	Part of the authorised lines to Forest-hill.

Description of tramways.	Approximate length (street miles).	System of traction.	Date of authorising Act.	Date of opening for public traffic.	Remarks.
Westminster - bridge-road, <i>via</i> Victoria-embankment, to John Carpenter-street	1½	Conduit	1906	December, 1906	—
High-street, Lewisham, <i>via</i> Lee High-road, to Lee-green	1	Do.	1904	May, 1907	—
Rosebery - avenue, to a point near St. John's-lane, <i>via</i> St. John-street	5⁄8	Do.	1900 and 1906	July, 1907 (horse traction); July, 1908 (electric traction)	Originally authorised in 1900, but only a small portion constructed. Remaining portion again authorised in 1906.
Extension from Tooting-broadway to county boundary near Longley-road, <i>via</i> Tooting High-street	3⁄8	Do.	1901	October, 1907	These lines meet the London United Tramways at the county boundary.
Tooting High-street to the county boundary at Tooting-junction <i>via</i> Mitcham-road	5⁄8	Do.	1906	October, 1907	These lines meet the South Metropolitan Tramways near the county boundary.
Grove - vale, <i>via</i> Goose - green and Peckham-rye, to Stuart's-road	1	Do.	1904	November, 1907	—
Harlesden, <i>via</i> Scrubs-lane, Wood-lane, Shepherd's-bush - road and Brook-green-road, to Hammersmith-broadway	3	Overhead	1903	May, 1908	—
Wickham-lane, <i>via</i> Basildon - road, McLeod-road, and Knee-hill, to the county boundary at Abbey-wood	1	Do.	1904	July, 1908	—
Dulwich Library, <i>via</i> Lordship-lane and London-road, to Forest-hill	1½	Conduit	1904	December, 1908	Extension of Camberwell-green to Lordship - lane lines.
Hammersmith-broadway, <i>via</i> Queen-street, Fulham Palace-road and Putney-bridge, to Lower - Richmond-road	2½	Overhead	1903 and 1908	January, 1909	—

Description of tramways.	Approximate length (street miles).	System of traction.	Date of authorising Act.	Date of opening for public traffic.	Remarks.
Swinton - street, King's Cross	$\frac{3}{16}$	Conduit	1908	July, 1912	Constructed in 1909, but not opened till 1912.
Herne Hill - road, Wanless-road, Poplar-walk-road and Lowden-road	$\frac{5}{8}$	Overhead	1907	May, 1909	—
Crowndale - road, Camden Town	$\frac{1}{4}$	Conduit	1906	July, 1909	—
Streatham, <i>via</i> Streatham High-road, to Norbury	$1\frac{3}{8}$	Partly conduit ($\frac{3}{8}$ mile) and partly overhead.	1908	July, 1909	These lines meet the tramways of the Croydon Corporation at the county boundary.
Southwark-street, etc.	$\frac{3}{8}$	Conduit	1908	September, 1909	—
Dalston - lane and Amhurst-road	$\frac{1}{2}$	Do.	1908	September, 1909	—
Clapham - common, <i>via</i> Cedars-road, to Lavender-hill	$\frac{3}{4}$	Do.	1906	February, 1910	—
Malpas - road and Shardeloes - road (single lines)	$1\frac{1}{8}$	Do.	1904 and 1906	February, 1910	—
Farringdon-road between Clerkenwell-road and Charles-street	$\frac{3}{16}$	Do.	1909	May, 1910	—
Harrow - road, near Edgware-road	$1\frac{1}{8}$	Overhead	1908	July and December, 1910	Worked by Metropolitan Electric Tramways, Limited, by agreement with the Council. The lines were constructed by the company for the Council.
Woolwich, <i>via</i> Well Hall-road to Eltham	$3\frac{5}{8}$	Do.	1902 and 1904	July, 1910	—
Wimbledon-road ...	$\frac{1}{4}$	Conduit	1903	November, 1910	—
Streatham, <i>via</i> Mitcham-lane and Southcroft - road, to Tooting-junction	$1\frac{5}{8}$	Do.	1909	November, 1910	—
Brockley-lane Station to Forest-hill	$2\frac{1}{8}$	Do.	1904 and 1906	February, 1911	—
Battersea - park-road, <i>via</i> Battersea-bridge to King's - road, Chelsea	1	Do.	1909	June, 1911	—

Description of tramways.	Approximate length (street miles).	System of traction.	Date of authorising Act.	Date of opening for public traffic.	Remarks.
Creek - road, Bridge-street, Church-street and Nelson-street	$\frac{3}{4}$	Conduit	1909	June and August, 1911 and October, 1912	—
Putney-bridge, <i>via</i> Putney-bridge-road, to High - street, Wandsworth	1	Overhead	1910	January, 1912	—
Brixton <i>via</i> Effra-road, Morval - road, Dalberg-road, Water-lane, and Dulwich-road to Norwood-road	$1\frac{1}{4}$	Conduit and Overhead	1910	April, 1912	—
Additional lines on Dog Kennel-hill	$\frac{3}{8}$	Conduit	1911	May, 1912	The Council was precluded from running more than a limited number of cars on the hill at the same time, and the additional tracks were constructed to overcome this difficulty.
Extension of tramways in Tooley-street to near London -bridge	$\frac{3}{16}$	Conduit	1912	November, 1912	—
East India Dock-road, from existing terminus to county boundary	$\frac{1}{2}$	Conduit and Overhead	1906	December, 1912	—
Norton Folgate and Bishopsgate	$\frac{1}{4}$	Conduit	1912	March, 1913	—

APPENDIX VIII.

PARKS, GARDENS, AND OPEN SPACES MAINTAINED BY THE COUNCIL.

	Acres.
Parks and Gardens	1,568 $\frac{3}{4}$
Open Spaces	3,467 $\frac{1}{2}$
Churchyards, etc.	19 $\frac{1}{2}$
4 places maintained in whole or part by local authorities	5,055 $\frac{3}{4}$
Total	1 $\frac{1}{2}$
Total	5,057 $\frac{1}{2}$

Parks, Gardens and Open Spaces.

ALBERT SQUARE, STEPNEY, $\frac{2}{3}$ acre, acquired in 1900 under compulsory powers for £10,560, towards which the Stepney Metropolitan Borough Council contributed £2,000. Opened March, 1902.

ARCHBISHOP'S PARK, LAMBETH, 9 $\frac{3}{4}$ acres, maintained by the Council since 1900 by permission of the successive Archbishops of Canterbury. Opened October, 1901.

ASKE'S GARDEN, $\frac{3}{4}$ acre, in Pitfield-street, Hoxton, formerly the playground of Aske's Schools, which were purchased by the Council from the Haberdashers' Company in 1898, and now form part of the London County Council Shoreditch Technical Institute building. The apportioned cost of the land for the garden was £8,820. Opened in 1900.

AVERY HILL, ELTHAM, 80 acres, purchased by the Council in 1902 for £25,000. Under the Council's General Powers Act, 1905, the mansion and other buildings, and certain adjacent land, comprising in all 4 acres, have been utilised for the purposes of a training college for teachers. Opened May, 1903.

BATTERSEA PARK, 199 $\frac{1}{2}$ acres, opened in 1858, was placed under municipal control by the London Parks and Works Act, 1887.

BEAUMONT SQUARE GARDEN, 1 acre, leased at a nominal rent from Capt. W. S. Beaumont since 1894.

BETHNAL GREEN GARDENS, 9 acres. The Museum garden, 2 $\frac{1}{2}$ acres, was placed under municipal control by the London Parks and Works Act, 1887, and the Poor's Land addition, 6 $\frac{1}{2}$ acres, was purchased by the Council for £6,000 in 1892, and opened June, 1895.

BLACKHEATH, 267 acres, placed under public control in 1871.

BOSTALL HEATH AND WOODS, 133 $\frac{3}{4}$ acres. The manorial rights of Queen's College, Oxford, in Bostall-heath (55 acres) were purchased in 1877-1878 for £5,500, and the woods (61 acres) were purchased in 1892 at £200 an acre from Sir Julian Goldsmid, at the joint cost of the Council and the Plumstead District Board; the Clam-field (16 acres) was purchased in 1894 for £3,350 and added to the Heath.

BOUNDARY STREET GARDEN, SHOREDITCH, $\frac{3}{4}$ acre, laid out on land acquired in connection with the Boundary-street housing scheme. Opened July, 1899.

BRICKFIELD GARDENS, LIMEHOUSE, 2 $\frac{1}{4}$ acres, acquired compulsorily under the Council's General Powers Act, 1899, for £7,005. Opened August, 1904. Dedicated November, 1904.

BROCKWELL PARK, 127 $\frac{1}{4}$ acres. Towards the purchase money of the main portion (81 $\frac{1}{4}$ acres, opened 1892) the Council contributed £61,000. An addition of 3 $\frac{1}{2}$ acres was made in 1895 at a cost of £6,232, and 42 $\frac{1}{2}$ acres were acquired in 1900, the Council's contribution being £32,250.

BROMLEY RECREATION GROUND, BOW, 11 $\frac{1}{2}$ acres, purchased by the Council in 1897 at a cost of £6,088. Opened April, 1900.

BROOK GREEN, 4 $\frac{3}{4}$ acres, placed under public control in 1881.

CHELSEA EMBANKMENT GARDENS, 1 acre, attached for purposes of management to Battersea-park. Opened May, 1874.

CLAPHAM COMMON, 205 acres. Placed under public control in 1877. £18,000 was paid for the rights of the Lords of the Manors.

CLISSOLD PARK, STOKE NEWINGTON, $54\frac{1}{2}$ acres, acquired for £96,000 (Council's contribution, £25,000), including costs, and opened July, 1889.

DEPTFORD PARK, 17 acres, purchased for £36,031, towards which the Council contributed £24,031. Opened June, 1897.

DULWICH PARK, 72 acres, given by the Governors of Dulwich College and laid out by the Council at a cost of about £40,000. No public meetings may be held or music played in the park. Opened June, 1890.

EAGLESFIELD, 9 acres. Purchased in 1907 for £4,340 at the joint expense of the Council and the Woolwich Metropolitan Borough Council. Dedicated February, 1908.

EEL-BROOK COMMON (14 acres) and PARSON'S GREEN ($2\frac{3}{4}$ acres). The manorial rights were purchased from the Ecclesiastical Commissioners in 1881. The copyholders' rights were also acquired.

ELTHAM PARK, $41\frac{1}{2}$ acres, purchased in 1903 for £9,600, the Woolwich Metropolitan Borough Council paying half the purchase money and costs.

FARADAY GARDEN, WALWORTH, 1 acre, the gift of the Ecclesiastical Commissioners. Opened July, 1905.

FINSBURY PARK, 115 acres, the first park in London formed by a municipal authority. Cost of acquisition, £56,869. Opened 7th August, 1869.

FORD AND SIDNEY SQUARES, STEPNEY, 4-5ths acre, acquired in 1903 for £13,231 towards which the vendor contributed £3,000, and the Stepney Metropolitan Borough Council £1,500. Opened May, 1904.

GARRATT GREEN, 8 acres. Acquired in 1899 from Earl Spencer for the nominal sum of £110.

GEFFRYE'S GARDEN, 2 acres, purchased for £20,085 in 1911. Comprises the garden and disused burial ground attached to the Ironmongers' Almshouses in Kingsland-road, together with the site of twenty-one houses in Maria-street purchased in connection with the scheme.

GOLDER'S HILL, 36 acres, adjoining Hampstead-heath. Purchased in 1898 for £38,500, towards which the Council contributed £12,000.

GOOSE GREEN, $6\frac{1}{4}$ acres. *See* Peckham-rye.

GROVE HALL PARK, BOW, $3\frac{1}{4}$ acres. In October, 1907, the Council agreed to contribute £4,500, *i.e.*, half the estimated cost, towards the purchase of this estate on condition that the remainder should be contributed by the Poplar Metropolitan Borough Council and private subscribers. Purchase completed July, 1908. Opened May, 1909.

HACKNEY COMMONS.—These comprise London-fields, $26\frac{1}{2}$ acres; Hackney-downs, $41\frac{3}{4}$ acres; Well-street or Hackney-common, $21\frac{1}{4}$ acres; North Millfield, $23\frac{1}{4}$ acres; South Mill-field, $39\frac{1}{4}$ acres; Stoke Newington-common, $5\frac{1}{4}$ acres; and Clapton-common, $7\frac{1}{2}$ acres. Came under public control in 1872. Under the Hackney Commons Act, 1881, the rights of the Lord of the Manor were purchased, and under a subsequent Act of 1884 all commoners' rights were extinguished.

HACKNEY MARSH, 339 acres, intersected by the river Lee and the Lee Navigation Cut. Purchased in 1893 for £75,000, towards which the Council contributed £50,000, the Hackney District Board £16,000, the Lord of the Manor £5,000, and private subscribers £4,000. Dedicated July, 1894.

HAINAULT FOREST, 805 acres, acquired in 1903. The Council contributed £10,051. Dedicated July, 1906.

HAMPSTEAD HEATH, $290\frac{1}{2}$ acres. The rights of the Lord of the Manor were purchased in 1871 for the sum of £45,000. The Council has since acquired the Wyde Farm section, 80 acres, towards the purchase of which it contributed £8,000. *See also* Parliament-hill.

HIGHBURY FIELDS, $27\frac{3}{4}$ acres, held partly in fee simple, and partly on a 999 years' lease from 1876, under which £30 a year is paid to the Great Northern Railway Company, half being contributed by the Islington Metropolitan Borough Council. The total cost of acquisition was £67,500, £66,000 of which was contributed in equal shares by the Council and the Islington Vestry, and the balance by private subscribers. Acquired in 1885, and added to in 1891.

HIGHGATE ARCHWAY PLOT, 1.7th acre. Surplus land acquired in connection with the reconstruction of Highgate Archway. Placed under the control of the Council in 1902.

HILLY FIELDS, BROCKLEY, 45½ acres, purchased in 1893 for £44,872, towards which the Council contributed £23,572, and the Greenwich and Lewisham District Boards, the Lewisham Charities and other subscribers, the remainder. Opened May, 1896.

HORNIMAN GARDENS, 9¼ acres, part of an estate of 15 acres presented, together with The Horniman Museum, to the Council, in 1901, by the late Mr. F. J. Horniman. Opened June, 1901.

HUGHES RECREATION GROUND, DEPTFORD, ¾ acre, part of the Hughes-field area cleared under the Artizans' Dwellings Acts. The Parks account was debited with £2,200 on account of this land being used as a recreation ground. Opened May, 1901.

ISLAND GARDENS, POPLAR, 3 acres, purchased in 1894 by the Council and the Poplar District Board for £8,902. Opened August, 1895.

KENNINGTON PARK, 19½ acres, placed under municipal control by the London Parks and Works Act, 1887. The park was formerly common land.

KILBURN GRANGE, 7 acres, portion of an estate of 8½ acres acquired in 1911 for £19,500 at the joint expense of the Council, the Hampstead Metropolitan Borough Council, the Middlesex County Council, the Willesden Urban District Council and a Local Committee.

LADYWELL RECREATION GROUND, 51½ acres, the main portion of which was acquired by the Council in 1889 at a cost of £21,880, the Lewisham District Board contributing half the purchase money. There have been various additions acquired by purchase and exchange.

LEICESTER SQUARE GARDEN, ½ acre, laid out and presented to the people of London by the late Albert Grant, afterwards Baron Grant, July, 1874.

LINCOLN'S INN FIELDS, 7 acres, acquired in 1894. Cost of acquisition, £12,000, in addition to £1,000 for legal charges. Opened February, 1895.

MANOR HOUSE GARDENS, LEE, 8¾ acres, acquired in 1901 at a cost of £8,856. The Lee District Board contributed £4,800. Opened May, 1902.

MARBLE HILL, TWICKENHAM, 66 acres, acquired in 1902, mainly to preserve the view from Richmond-hill. The purchase money and costs amounted to £72,000, towards which the Council contributed £36,000. Opened May, 1903.

MARYON PARK, CHARLTON, 17¼ acres. The main portion was given to the Council by the late Lord of the Manor, and was opened October, 1890. In 1908, the present Lord of the Manor gave an additional 1½ acres, 3½ acres were purchased for £535, and ¾ acre was leased from the South Eastern and Chatham Railway Company.

MEATH GARDENS, late Victoria Park Cemetery, 9½ acres, acquired by the Council in 1891, at a cost of £1,005, and laid out by the Metropolitan Public Gardens Association. Opened July, 1894.

MILLBANK GARDENS, ¾ acre, consist of the central garden, and three other plots acquired in connection with the Millbank Housing Scheme. Opened 1904.

MOUNTSFIELD PARK, 13 acres, 5¾ acres were purchased in 1904 for £4,500, half of which was contributed by the Lewisham Metropolitan Borough Council, and 7 acres were transferred as surplus education property, the apportioned cost being £4,275. Opened August, 1905. About 1.5th acre was purchased in 1909 from the trustees of the United Methodist Church.

MUNSTER SQUARE (½ acre, opened June, 1906), and CLARENCE GARDENS (¾ acre, opened May, 1907). Held on leases from H.M. Office of Woods, etc., at nominal rents. The lease of Clarence Gardens is for 30 years from October, 1906, and of Munster Square for 31 years from October, 1905.

MUXTON'S FIELDS, CAMBERWELL, 14½ acres. Given by Mr. Minet to the Metropolitan Public Gardens Association, and laid out by them at a cost of £10,000. Transferred to the Council in 1889. Opened April, 1889.

NELSON RECREATION GROUND, Kipling-street, Bermondsey, ¾ acre, purchased from Guy's Hospital in 1896 for £4,600. Formerly a burial ground. Opened March, 1899.

NELSON SQUARE, BLACKFRIARS ROAD, $\frac{3}{4}$ acre, conveyed to the Council, through the Southwark Metropolitan Borough Council, by Lord Halifax, with the consent of the occupiers of the houses in the square. Opened February, 1904.

NEWINGTON RECREATION GROUND, 3 acres. Partly a portion of the site of Horsemonger-lane gaol, vested in the Council on the apportionment of the Surrey property under the Local Government Act, 1888, and partly ground subsequently acquired by the Council. First portion opened in 1894, and remainder in 1903.

NORTHBROOK PARK, LEE, 7 acres. The site was given to the Council conjointly by the late, and present, Earl of Northbrook in 1898. Opened March, 1903.

NORWOOD PARK, $33\frac{1}{2}$ acres; acquired in 1909 for £15,000, half of which was contributed by the Council. The Lambeth Metropolitan Borough Council gave £5,000, and a local acquisition committee the balance. Opened June, 1911.

NUNHEAD GREEN, $1\frac{1}{2}$ acres. See Peckham-rye.

PARLIAMENT HILL, 261 acres, purchased under the Hampstead Heath Enlargement Act, 1886, for £301,000, of which £150,000 was contributed by the Council. The site of a disused reservoir, $2\frac{1}{4}$ acres, was purchased in 1890 at a cost of £6,500.

PARSON'S GREEN, $2\frac{3}{4}$ acres. See Eel-brook-common.

PECKHAM RYE (64 acres) transferred, together with Goose-green and Nunhead-green, by the Camberwell Vestry to the Metropolitan Board of Works in 1882 on payment of £1,000.

PECKHAM RYE PARK, $48\frac{3}{4}$ acres, adjoining the southern end of Peckham Rye. Opened in 1894. The total cost of acquisition was £50,925, towards which the Council contributed £18,000.

PIMLICO GARDENS, $1\frac{3}{4}$ acres. Placed under municipal control by the London Parks and Works Act, 1887.

PLUMSTEAD COMMON, 103 acres. Under the Plumstead Common Act, 1878, the fee simple of this common was purchased for £10,000. A portion of the common is subject to use as a drill ground, the War Department having paid £4,000 for this right.

PUTNEY SHRUBBERY, $\frac{1}{8}$ acre, at south-west corner of Putney-bridge. Too small to be opened to the public.

RANGER'S HOUSE AND GROUNDS, BLACKHEATH, $2\frac{1}{2}$ acres, acquired in 1899 for £3,500, at the joint cost of the Council and the Greenwich District Board. Opened July, 1903.

RAVENS COURT PARK, $32\frac{1}{2}$ acres, purchased in 1887 for £58,000, the Vestry of Hammersmith contributing half the purchase money. The mansion in the park has been let to the Hammersmith Metropolitan Borough Council for the purpose of a public library at a rent of £10 a year. Opened May, 1888.

RED LION SQUARE GARDEN, HOLBORN, $\frac{1}{2}$ acre, conveyed to the Council by trustees in 1893. Maintained by the Council since 1890.

ROYAL VICTORIA GARDENS, NORTH WOOLWICH, 10 acres, purchased in 1890 for £19,000, towards which the Council contributed £1,000. Opened in 1891.

RUSKIN PARK, DENMARK HILL, 36 acres. 24 acres, acquired in 1906, towards the purchase of which the Council voted £25,000, the balance being raised by contributions by the Metropolitan Borough Councils of Camberwell (£10,000), Lambeth (£5,000), and Southwark (£2,500), and by private subscription. Opened February, 1907. An addition of 12 acres was acquired in 1909 for use as playing fields, half the cost (£12,000) being contributed by the Council, and was opened February, 1910.

ST. MATTHEW'S CHURCHYARD, BETHNAL GREEN, $1\frac{3}{4}$ acres, transferred by the Bethnal Green Metropolitan Borough Council in 1903 to the Council.

SHANDY-STREET RECREATION GROUND, STEPNEY, $1\frac{1}{2}$ acres, formerly the East London Cemetery, leased at a nominal rent from Capt. W. S. Beaumont since 1892.

SHEPHERD'S BUSH COMMON, 8 acres, placed under public control in 1871. The manorial rights were acquired for £505.

SHOULDER OF MUTTON GREEN, 5 acres, near Welling, in Kent, acquired in 1878 for £500, in connection with the purchase of Plumstead-common, both places being within the Manor of Plumstead.

SOUTHWARK PARK, 63 acres, formed under an Act of 1864. The cost of the land was £57,393, and of laying out £53,607. Opened in 1869.

SPA GREEN, CLERKENWELL, $\frac{3}{4}$ acre, consists of a small garden obtained by exchange with the New River Company and two plots adjoining acquired in connection with the Rosebery-avenue improvement, the Parks Account being debited with £10,000. This amount was received from the Post Office authorities under the Post Office Sites Act, 1889. Opened July, 1895.

SPRINGFIELD PARK, 33 $\frac{3}{4}$ acres. 32 $\frac{1}{2}$ acres acquired in 1904, for £37,237, towards which the Hackney and Stoke Newington Metropolitan Borough Councils contributed the sums of £15,000 and £1,000 respectively, the Council's contribution being limited to £20,000. Opened August, 1905. An addition of 1 $\frac{1}{4}$ acres acquired in 1911 at a cost of £2,545, towards which the Hackney Metropolitan Borough Council contributed £817.

STREATHAM COMMON, 69 $\frac{3}{4}$ acres, placed under public control in 1884. The Ecclesiastical Commissioners transferred their manorial rights in the common with certain reservations for £5. Property known as "The Rookery," 3 $\frac{1}{2}$ acres, was purchased in 1912 for £3,000 at the joint expense of the Council, the Wandsworth Metropolitan Borough Council and a Local Committee.

STREATHAM GREEN, 1 acre, between the Mitcham and Croydon roads, in Streatham; acquired by the Metropolitan Board of Works as Lord of the Manor of Tooting Bec in 1873.

SYDENHAM WELLS PARK, 17 $\frac{3}{4}$ acres, purchased in 1899 for £7,210, of which the Council paid £3,500. Opened Whit Monday, 1901.

TELEGRAPH HILL, 9 $\frac{1}{2}$ acres, purchased in 1891 from the Haberdashers' Company for £8,000, towards which the Council contributed £2,000. Opened April, 1895.

TOOTING BEC COMMON, 151 $\frac{3}{4}$ acres, came under public control in 1873. £13,798 was paid for the rights of the Lord of the Manor.

TOOTING GRAVENY COMMON, 66 acres, placed under public control in 1875. The manorial rights were purchased for £4,155.

TUNNEL GARDENS, POPLAR, 2 acres, partly surplus land acquired in connection with Blackwall Tunnel, and partly a disused private road, leased from the Port of London Authority. Opened August, 1902.

VICTORIA AND ALBERT EMBANKMENT GARDENS, 11 $\frac{1}{2}$ acres, laid out on land reclaimed from the river in connection with the formation of the embankments.

VICTORIA PARK, 217 acres, placed under municipal control by the London Parks and Works Act, 1887. Before the park was transferred from H.M. Government, the Metropolitan Board of Works paid £24,450 in order to save a portion of the land from being built over.

WALWORTH RECREATION GROUND, East-street, $\frac{3}{4}$ acre, acquired in 1897 for £5,375, the Council contributing £2,500. Opened May, 1899.

WANDSWORTH COMMON, 175 acres. The Common proper, 155 acres in extent, was transferred in 1887. Previously it had been under the management of local conservators. The rights of the Lord of the Manor were acquired in return for an annuity of £250 to be paid to his nominee. An addition of 20 acres of land adjoining the Royal Patriotic School acquired in 1913 at a cost of £12,000, towards which the Council contributed £6,000.

WANDSWORTH PARK, 20 $\frac{1}{4}$ acres, by the riverside at Wandsworth. Purchased in 1897 at a cost of £33,000, towards which the Council contributed £15,500. Opened February, 1903.

WAPPING RECREATION GROUND, 2 $\frac{1}{2}$ acres, purchased by the Metropolitan Board of Works under the Artizans' Dwellings Acts. In 1889 the Council decided that it should be laid out as a recreation ground. The cost of clearing the site was £52,000. Opened June, 1891.

WATERLOW PARK, 26 acres, on the south-western side of Highgate-hill, given to the Council by the late Sir Sydney Waterlow, Bt., in 1889. Opened October, 1891.

WHITEFIELD GARDENS, $\frac{1}{2}$ acre, possession obtained in 1894, opened February, 1895. Acquired and laid out at the joint cost of the Council and the Vestry of St. Pancras for £6,115.

WORMWOOD SCRUBS, 193 acres, placed under municipal control in 1879, subject to the right of user by the military. The War Office transferred the rights of the Lord of the Manor for which the sum of £27,000 had been paid, and at the same time handed over gratuitously about 59 acres of freehold land, which had been bought for £25,615. A sum of £9,000 was subsequently paid for extinguishing the copyholders' rights.

LITTLE WORMWOOD SCRUBS, 22 acres in extent, to the east of the West London Railway, and separated thereby from Wormwood Scrubs. Placed under public control in 1886; inclosed in 1903.

YORK AND ARBOUR SQUARES, together nearly 1 acre; leased at a nominal rent for 21 years from the Mercers' Company. Opened November, 1904.

Note.—The undermentioned places are the property of the Council, but are maintained in whole or part by the Metropolitan Borough Councils named:—GOLDSMITH SQUARE RECREATION GROUND ($\frac{3}{4}$ acre), and HOXTON RECREATION GROUND ($\frac{1}{4}$ acre), Shoreditch; FAVONIA PLAYGROUND ($\frac{1}{5}$ acre), Poplar; LITTLE DORRIT'S PLAYGROUND ($\frac{1}{8}$ acre), Southwark.

Churchyards and Playgrounds.

The maintenance of the undermentioned places laid out and originally maintained by the Metropolitan Public Gardens Association is now undertaken by the Council:—

1.	Stepney churchyard	...	...	...	7a.	0r.
2.	Limehouse churchyard	...	...	...	3a.	0r.
3.	Carlton-square-garden, Mile-end	...	...	...	0a.	3r.
4.	St. Paul's churchyard, Rotherhithe	...	...	...	1a.	0r.
5.	Spa-fields playground, Clerkenwell	...	...	...	1a.	3r.
6.	Spitalfields churchyard	...	...	...	1a.	1r.
7.	Shadwell (St. Paul's) churchyard	...	...	...	1a.	0r.
8.	St. Bartholomew's churchyard, Bethnal-green	...	...	...	1a.	0r.
9.	Holy Trinity churchyard, Rotherhithe	...	...	...	1a.	0r.
10.	St. James' churchyard, Ratcliff	...	...	...	1a.	3r.

APPENDIX IX.

PARTICULARS OF CASES IN WHICH THE RESIDENCES OF DISTINGUISHED INDIVIDUALS
HAVE BEEN COMMEMORATED BY THE COUNCIL.

Person whose residence is commemorated.	House Indicated.	Date when tablet was fixed.
M. W. Balfe	12, Seymour-street, Portman-square	January, 1912
Sir Joseph Banks	32, Soho-square	February, 1911
William Blake	28, Broad-street, Golden-square ...	October, 1907
George Henry Borrow	22, Hereford-square, Brompton ...	June, 1911
James Boswell	56, Great Queen-street	September, 1905
Edward Bulwer Lytton (Lord Lytton)	31, Baker-street	August, 1906
Sir Edward Burne-Jones	17, Red Lion-square, Holborn ...	August, 1911
Thomas Carlyle	33, Ampton-street, Gray's Inn-road	February, 1907
Richard Cobden	23, Suffolk-street, Pall Mall ...	August, 1905
Samuel Taylor Coleridge Do.	71, Berners-street do.	December, 1905 August, 1908 (Supplemental)
John Constable	76, Charlotte-street, Fitzroy-square	March, 1906
Captain James Cook	88, Mile End-road	October, 1907
Charles Darwin	110, Gower-street	February, 1903
J. T. Delane	16, Serjeant's-inn, Fleet-street ...	April, 1910
Charles Dibdin	34, Arlington-road, Camden-town	September, 1908
Charles Dickens	48, Doughty-street, Mecklenburg-square	December, 1907
Do.	1, Devonshire-terrace, Marylebone-road	August, 1904
Do.	13, Johnson-street, Somers-town	August, 1911
Benjamin Disraeli (Earl of Beaconsfield)	22, Theobald's-road	August, 1904
Do.	19, Curzon-street, Mayfair ...	January, 1908
"George Eliot"	Holly Lodge, Wimbledon Park-road	August, 1905
William Etty	14, Buckingham-street	November, 1908
Charles James Fox	9, Arlington-street, Piccadilly ...	July, 1912
Mrs. Gaskell	93, Cheyne-walk	March, 1913
W. E. Gladstone	73, Harley-street (site of) ...	September, 1908
Do.	10, St. James's-square	October, 1910
Madame Goldschmidt ("Jenny Lind.")	1, Moreton-gardens, Brompton ...	July, 1909
John Richard Green Do.	4, Beaumont-street, Wimpole-street St. Philip's Vicarage, Newark-street, Whitechapel-road	March, 1909 April, 1910
George Grote	12, Savile-row	September, 1905
Henry Hallam	67, Wimpole-street	August, 1904
Robert Harley (Earl of Oxford)	14, Buckingham-street (site of) ...	November, 1908
William Hazlitt	6, Frith-street, Soho	December, 1905
Heinrich Heine	32, Craven-street, Strand	May, 1912
Sir John Herschel	56, Devonshire-street, Portland-place	July, 1904
Sir Rowland Hill	1, Orme-square, Bayswater-road...	May, 1907
Thomas Hood	17, Elm Tree-road, St. John's road	September, 1908
Do.	28, Finchley-road	April, 1912
John Howard	23, Great Ormond-street	March, 1908
Leigh Hunt	10, Upper Cheyne-row, Chelsea ...	September, 1905

Person whose residence is commemorated.	House Indicated.	Date when tablet was fixed.
John Hunter	31, Golden-square	October, 1907
T. H. Huxley	4, Marlborough-place, St. John's- wood	October, 1910
Do.	88, Paradise-street, Rotherhithe	March, 1912
Edward Jenner	14, Hertford-street, Park-lane ...	August, 1905
Edmund Kean	12, Clarges-street, Piccadilly ...	October, 1904
Charles Lamb	64, Duncan-terrace, Islington ...	October, 1907
John Leech	28, Bennett-street, Stamford-street	July, 1907
Sir Charles Lyell	73, Harley-street (site of) ...	September, 1908
T. B. Macaulay	Holly Lodge, Campden-hill ...	November, 1903
(Lord Macaulay)		
Rev. Frederick Denison... ..	21, Queen-square, Bloomsbury ...	September, 1907
Maurice		
James Mill	33, Rodney-street, Pentonville ...	October, 1907
John Stuart Mill	Do.	Do.
Do.	18, Kensington-square	Do.
William Morris	17, Red Lion-square, Holborn ...	August, 1911
Sir Isaac Newton... ..	87, Jermyn-street	September, 1908
Arthur Onslow	20, Soho-square	July, 1912
Lord Palmerston	4, Carlton-gardens	October, 1907
Sir Robert Peel	4, Whitehall-gardens	June, 1904
Samuel Pepys	14, Buckingham-street (site of) ...	November, 1908
Samuel Phelps	8, Canonbury-square	November, 1911
William Pitt	14, York-place, Baker-street ...	August, 1904
William Pitt	North End, Hampstead	July, 1909
(Earl of Chatham)		
Do.	10, St. James's-square	October, 1910
Thomas De Quincey	61, Greek-street, Soho	October, 1909
Lord Raglan	5, Great Stanhope-street	April, 1911
Charles Reade	70, Knightsbridge	February, 1908
John Rennie	18, Stamford-street	February, 1906
Samuel Rogers	22, St. James's-place	January, 1907
George Romney	Holly Bush-hill, Hampstead ...	September, 1908
Dante Gabriel Rossetti	110, Hallam-street, Portland-place	March, 1906
Do.	17, Red Lion-square, Holborn ...	August, 1911
John Ruskin	28, Herne Hill	July, 1909
Lord John Russell	37, Chesham-place	March, 1911
Sir George Gilbert Scott	The Grove, Hampstead	November, 1910
Mrs. Siddons	27, Upper Baker-street	December, 1905 (Supplemental)
Do.	54, Great Marlborough-street ...	June, 1907
Rev. Sydney Smith	14, Doughty-street, Mecklenburg- square	August, 1906
Mary Somerville	12, Hanover-square	October, 1909
Clarkson Stanfield	14, Buckingham-street	November, 1908
Edward Geoffrey Stanley	10, St. James's-square	October, 1910
(Earl of Derby)		
Robert Stephenson	34, Gloucester-square, Hyde-park	August, 1905
Thomas Stothard	28, Newman-street, Oxford-street	November, 1911
W. M. Thackeray... ..	16, Young-street, Kensington- square	September, 1905
Do.	36, Onslow-square	May, 1912
William Wilberforce	111, Broomwood-road (site of Broomfield House) Clapham	November, 1906
Sir David Wilkie	144, Kensington High-street ...	January, 1907
General Wolfe	Macartney House, Blackheath ...	October, 1909
Thomas Young	48, Welbeck-street	April, 1905

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